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ABSTRACT

This report traces the growth of Project Integrated Education and Community Development (now known as the Education and Community Project) in the town of Ofakim, Israel, from its conceptual beginnings in 1977 through the first three years of its development into a multifaceted community education program. The project, conducted in predominantly minority (Islamic Jewish) neighborhoods, aimed to decrease the community's dependence on outside assistance, improve its ability to solve problems through reliance on its own resources, enhance its self-image and self-esteem, and enrich the quality of community life. These goals were developing programs actively involving parents in their children's and their own education; additional benefits would thus be the reduction of reliance on professional educators, improved quality and effectiveness of education, and the creation of an educational ecology more conducive to the child's development. Part I of the report introduces the project and describes its goals and strategies and the evaluation plan. Part II traces the course of development of various project components and outlines the content and specific aims of each. Discussed are (1) the Community School Project; (2) Kindergarten Teachers' Workshop in Parent Involvement; (3) play corners in pediatric clinics; (4) the EMRA Home-Intervention Programme; and (5) the training of local women to staff these programs. Part III focuses on various aspects of project development from an analytical viewpoint. An evaluation report on Phase I of Project Integrated Education and Community Development, prepared by Amir Ben-Porat, appears as Appendix A of the report. Appendix B lists the previous progress reports and work plans produced by the project. (GC)

Institute for Education and Community Development
Negev Regional College

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PROJECT EDUCATION AND COMMUNITY DEVELOPMENT

OFAKIM ISRAEL

SUMMARY REPORT

STAGE I: SEPTEMBER 1977 - AUGUST 1980

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PROJECT EDUCATION AND COMMUNITY DEVELOPMENT

OFAKIM ISRAEL

SUMMARY REPORT
STAGE I: SEPTEMBER 1977 - AUGUST 1980

Prepared by:
Ruth Paz
Project Director

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PREFACE

This summary report traces the growth of Project Integrated Education and Community Development (now known as the Education and Community Project) in the town of Ofakim, Israel from its conceptual beginnings in 1977 through the first three years of its development into a multi-faceted community-education programme. In the introduction to the Work-plan for the Third Year of Project Operations, we compared the development of a community project to the sailing of a ship in stormy waters: surrounded by unpredictable elements, sometimes benign, sometimes hostile and on occasion lethal, it is up to the skill, experience and informed intuition of navigator and crew to keep the ship afloat and on course, here gathering speed and there riding out the storm, on occasion re-routing, the journey itself no less crucial than the final destination. By its very nature a community project is subject to all the vicissitudes affecting the community: the closer it comes to becoming an integral part of the community, the more it is impinged upon by the various forces at work in the community.

The three years (1977-1980) reviewed herein were turbulent years for Israel and for Ofakim - years of wrenching political upheavals whose repercussions made themselves felt in all areas of life. The fact that the project was able not only to withstand these turmoils but to take root and flourish speaks perhaps for itself. No less,however, this was the result of the dedication and commitment of the people, both from within and from outside the community, involved in the project. The attempt to summarize the development of the project during this period is not easy, if because of the sheer quantity or recorded data, and no less because of my own intense personal involvement. Notwithstanding, this report represents an attempt to survey project developments as comprehensively as possible and analyze the processes involved as objectively as possible.

Although we presuppose familiarity with the project (and with prior project reports) in the reader, we precede the report itself with an introduction which encapsulates the salient background information regarding the community, the project's aims and strategies, and the general directions of project development.

Part II of the report, Development, traces the course of development of the various project programmes from the initial planning to the operational stage, and describes the content and specific aims and strategies of each programme. Part III, Perspectives, focuses on various aspects of overall project development from an analytical viewpoint. The Evaluation Report on Phase I of Project Integrated Education and Community Development, prepared by Dr. Amir Ben Porat of the Department of Behavioural Sciences at the Ben-Gurion University of the Negev appears as Appendix A to the summary report itself. Appendix B lists the previous progress reports and work-plans put out by the project, on which much of the material in the present report is based, and which may be referred to for more detailed information on various aspects of the project during the period summarized herein.

Project Education and Community Development has been a group endeavour from its inception and throughout its development. This report reflects in part only the dedicated commitment of the project staff and the many participants in project activities who helped to bring to life an idea and an ideal. No less important has been the role played by the many people who gave freely of their time and talents, and who believed in us and supported us: the members of the Institute for Education and Community Development and of the Negev Regional College, community leaders in Ofakim, and other friends and sympathizers. Last but not least, we gratefully acknowledge the role played by the executive director and the staff of the Bernard van Leer Foundation, who so wisely combined advice and guidance with the freedom to develop our own way, and whose faith in us sustained us in many difficult hours.

Ruth Paz
Project Director
July 1982

I. INTRODUCTION

A. Background

Ofakim is a development town in the Northern Negev region of Israel, typical of the new towns established in under-developed areas of the country in the 50's to absorb the mass immigration of Jews who flocked to the new state of Israel from the Islamic world in which they had lived as a minority group for centuries.Over 90% of the 12.000 inhabitants of the town are immigrants or children of immigrants from Morocco, Tunisia, Iran, Iraq, India and Ethiopia. The majority of these new immigrants came to Israel from the traditional, pre-industrialized societies of their countries of origin economically destitute, lacking technological skills, vocational training, education and familiarity with the language and culture of modern, industrialized Israel. The challenge facing them was not only that of adaption and absorption into an existing, albeit radically different society but that of creating the infra-structure - economic, social and administrative - of a new community. The problems facing the town of Ofakim in the 70's originated in the difficulties of this pioneering period. Young people find little challenge in the unskilled and ill-paid employment available in the local industries (mainly textile) established in the 50's and 60's to provide work for the new settlers - with the result that many of the more talented and ambitious leave the town, while trained and educated people are reluctant to settle there permanently. This process has further exacerbated dependency on outsiders for the maintainance of the essential social, educational and welfare services which the population is ill-equipped to provide for itself. Local government and statutory authorities in turn depend on central government for funds, a process which has not fostered the development of local autonomy. Over 50% of the population is under the age of 18; these children, and the schools which they attend, have been classified as 'disadvantaged' by the Ministry of Education. The attenuation of parental authority and traditional norms typical of immigrant populations has further contributed to a sense of powerlessness and negative self-image which often express themselves in apathy. These factors, combined with the general cultural impoverishment of the home environment, provide all the conditions for the perpetuation of disadvantage.

The result is a vicious circle which is difficult to break as long as the impetus for change does not come from within the community itself. Realization of this led the Institute for Education and Community Development at the Negev Regional College to propose joining forces with the Ofakim Local Council in order to plan and implement a comprehensive and integrated programme of community-based educational activities which would serve as a lever for overall community development. A project proposal was submitted to the Bernard van Leer Foundation and approved by its Board of Trustees in September 1977.

B. Project aims

By developing programmes actively involving parents in their children's and their own education, the project hoped to decrease the community's dependence on outside assistance, improve its ability to solve its problems through reliance on its own resources, enhance its self-image and self-esteem, and enrich the quality of community life. No less, it was hoped that the active participation of parents in the education of their children, as opposed to reliance solely on professional educators, would improve the quality and effectiveness of that education and create an educational ecology more conducive to the child's optimal development and the improvement of his life-chances. In making this assumption the project relied on the accumulated evidence of educational research throughout the world pointing to the crucial role of the parental and home environment in the education of the child and the realization of his potential.

C. Intervention strategy

In order to implement its aims, the project had to resolve the dilemma faced by all externally initiated interventions. Social change and development imply a process of growing awareness and perception of needs and problems and a matching growth of the capacity and skills to meet them. At face value, development and intervention would appear to be a contradiction in terms: social change cannot be imposed, or even proposed before the community has sufficient awareness of the need for change; nor can it be effected by any but members of the community itself.

Yet how is this awareness to come come about under conditions of apathy and resignation and who are to be the change-agents in a community long grown accustomed to dependency? In light of this, the project defined its role as that of a catalyst for change and its key task as that of identifying and nurturing potential indigeneous leadership. This has meant that from the onset of the project members of the community have been active partners in planning and implementing programmes, while the training of local people to run project activities has become in itself an objective as well as a most effective means to an end, insofar as these local staffers serve as role-models for the community as a whole. Throughout, the style of intervention has been participative and supportive rather than directive.

D. The development of an integrated community-education programme

Project Integrated Education and Community Development officially began its operations in Ofakim in October 1977. The first six months were devoted to laying the groundwork for actual project activities, the first of which were initiated in the spring of 1978. Throughout the period reviewed in this report (Phase I: 1977-1980) the project strove to develop an integrated network of mutually re-inforcing community-education programmes.

The neighbourhood-community was chosen as the base of operations likely to be most effective for the launching of new and innovative parent-education and parent involvement programmes aimed at those families most in need of, yet often outside, the influence of educational and community interventions. Simultaneously, existing educational institutions (schools and kindergartens) and service facilities (health-service and 'well-baby' clinics) became targets for a new dimension of parent involvement and parent education. As the various initiatives took root and flourished, a concerted effort was made to coordinate their activities and link them into a network of community-education programmes which, by mutually re-inforcing each other and striving towards a common educational aim, would increase their ultimate impact and effectiveness and ensure maximal 'coverage'.

The main thrust of project activities has been in the direction of the prevention of deprivation, rather than compensation for its deleterious effects. This means in effect reaching the child via the parent and assuring that the home - the child's first 'school' - provides better conditions for his overall development - emotional, social, and moral no less than cognitive. Ultimately, this also led to the development of a comprehensive programme of parent education and guidance, beginning with preparation for parenthood and guiding the parent through consecutive stages of parenting, in which he plays an active and significant role. Although the project initiated various programmes working directly with children, it never relinquished this emphasis on the parent as active partner: thus parent involvement in kindergartens and schools became the logical continuation of an on-going process whose effect was envisioned as cumulative. The project believed the parent's and the community's involvement in the school to be vital in providing those dimensions of relevance and responsibility which assure that education is indeed education for life.

To ensure that the parent would continue to play an active role in the child's education beyond the pre-school years, it was necessary on one hand to convince the schools of the importance of working in close cooperation with parents - and on the other to provide parents with the opportunity to further their own education, to be able effectively to fulfill that role. Thus parent-teacher interaction and the 'school for parents' became integral components of the community-education philosophy and strategy.

As parents became active in their children's education they also gained self-confidence and self-esteem and began to take a more active interest in community affairs and to exert more control over their own lives.

To staff these programmes, the project trained two teams of local women as para-professional counsellors: In intensive 4 - 5 courses, these women learnt the rudiments of early childhood development and education, interpersonal communication and community work as well as a variety of practical skills such as toy-making, observing recording and record-keeping, and soforth.

At present 14 para-professionals are staffing the project's various programmes under the guidance of the project's professional staff. An ongoing in-service training programme assures that this team continues to enhance its knowledge and skills. Through a process of ongoing training the project hopes to develop a cadre of skilled local people committed to the project's aims, who will assure the continuity of programmes developed by the project.

E. Evaluation

The project's field-operations have been accompanied by an evaluation programme, concerned with evaluation of the programme as a whole as well as of separate project activities. Evaluation procedures are both formative and summative, short-term and long-term, with two or more procedures often combined. Instruments include statistical reports, descriptive reports, participant observer reports and questionnaires. On-going evaluation and feed-back has helped the project in the development of programmes adhering to the project's overall objectives while sensitive to the community's responses. Special emphasis has been placed on the evaluation of the project's impact on the community and its effect on the attitudes and behaviour of the various participants in project activities.

I. DEVELOPMENTS

A. Beginnings

In September 1977 the Board of Trustees of the Bernard van Leer Foundation approved the proposal submitted by the Institute for Education and Community Development for the establishment of a Community-education project in Ofakim. Shortly thereafter, we began to lay the groundwork for actual project development. The first few weeks were spent in familiarizing ourselves with the community, its institutions and its population, and in compiling a descriptive and evaluative profile of Ofakim based on the data accumulated through interviews with key members of the community and documentary sources. Simultaneously, we strove to engage the interest and potential cooperation of leaders of the community in the project by explaining our aims and strategy, which on the whole struck a responsive chord. In November 1977, the Executive Committee of the Ofakim Local Council met with representatives of the Institute to discuss the development of a joint project in which the community was to play an active role from the outset. The decision was taken to set up a joint planning committee charged with the initial task of determining the scope and focus of project activities in Ofakim, on the basis of the needs of the community. The local members of the planning committee represented the professional and political elites of the town, and their active participation in the planning of the project assured its legitimization. On December 22, 1977, the planning committee established the basic guide-lines for the project, and defined the parameters of project activity for the first stage of project development. It was decided to concentrate initially on one of the older and more problematic neighbourhoods of Ofakim - the 'Eli Cohen' district, which contained a large concentration of multi-problem families; to make the schools serving the community the foci of community activity and involvement, encouraging parent participation in the life of the school and school involvement in the life of the community; to strive to answer the needs of problem families in the neighbourhood through neighbourhood-based mutual aid and outreach programmes, and to cooperate with the various agencies serving the neighbourhood in order to develop a coordinated programme. The committee then subdivided into two task groups which undertook respectively to prepare detailed proposals for neighbourhood project activities and for the development of school-home-community links.

Additional community representatives were recruited into these task groups - thus, the heads of the two primary schools (one secular, one religious) chosen for the initial pilot project because of their proximity to the neighbourhood joined in the planning of the school based programme, while the representatives of the social service agencies took part in preparing the proposal for neighbourhood-based projects. In February 1978, the proposal prepared by the planning committee was approved by the Ofakim Local Council and by the Institute for Education and Community Development. A project steering committee was selected, composed of the director of the Department of Education, the director of the Department of Social Welfare, the director of the Community Centre, the two primary school headmasters, and the project director, with the recommendation that representatives of the neighbourhood community and of the parents in the schools be added to the committee once actual activities began. April 1, 1978 was designated as the official date for the launching of Project Education and Community Development.

The initial plan of operations proposed by the planning committee called for two programmes:

1) the development of a community education programme in the primary schools
2) the establishment of a family community centre in the Eli Cohen neighbourhood.

However some of the local people thought that the project did not provide sufficient answers to the needs of the multi-problem families in the community. It was felt that these families are the most in need of care and that the danger existed that we would not succeed in integrating these families into the regular planned operations of the neighbourhood family centre and into the parents' activities in the schools. A suggestion was made to act together with the Ministry of Education's 'Educational Welfare Project' and with the local welfare office to develop a special programme aimed at this group. As a result, another programme, called initially The Programme for the Advancement of Education and Family Welfare (which has since developed into EMRA programme) was planned, and tabled before the steering committee of the Educational Welfare Project and eventually approved in April 1978.

This programme was designed to aid families in developing the ability to function more effectively in the education of their children and in the organization of their family life. On one hand, special emphasis was put on individual guidance of the mother in the care and education of her children during their formative years. On the other hand, the programme stressed the importance of involving family members in general neighbourhood community activities, at the Neighbourhood Family Centre and in the schools, within the framework of the project. It was proposed that a group of women from among the local residents be trained as para-professional counsellors in early childhood education, and that these women would be the ones to bring the programme to 50 families in the Eli Cohen and Ben Gurion neighbourhoods* by means of home-visits.

Towards the end of the 1978 school year, another component was added to the project plan: a work-shop in parent-involvement for the kindergarten teachers of Ofakim.

Last, but not least, a training course for para-professional counsellors, to begin in October 1978, was planned.

By the summer of 1978, an effective base for project operations had been established, and a plan for a net-work of neighbourhood-based community-education programmes had been formulated. In essence, the ground-work had been laid for the activities to which the project was to devote its efforts for the next two years. These initial operational plans proved themselves on the whole to be viable in their general design and sufficiently flexible to permit modifications and further developments as the need arose. In sofar as difficulties were encountered in their implementation, these were on the whole caused by external factors and not by weaknesses inherent in the programmes themselves.

* Although the planning committee had decided to concentrate activities in the Eli Cohen neighbourhood, the newly-developing Ben-Gurion neighbourhood had already been earmarked as the next area to which activities would be expanded.

B. The Development of Neighbourhood-based Community Education Programmes

1. The Eli Cohen Neighbourhood Family Centre

Our initial contacts with the neighbourhood began in January 1978, after the planning committee decided to concentrate activities in the Eli Cohen neighbourhood and the schools connected with it. We began familiarizing ourselves with the neighbourhood and its inhabitants, establishing contact with the representatives of the various agencies serving the neighbourhood, and making ourselves generally known and accepted. We found Eli Cohen to be a heterogeneous neighbourhood of some 250 families. About a third of these families had five or more children, but there was also a growing proportion of young couples who were moving into the apartments vacated by large families who had been re-housed in the new Ben Gurion district. Approximately two-thirds of the inhabitants were of North-African origin; an additional group consisted of recent immigrants from the Soviet Union, and another fairly large group of families were of Indian origin. Among the younger families there was a fair number of white-collar and skilled workers, as opposed to the older population, who were primarily unskilled blue-collar workers. Some 30 families in the neighbourhood were in the care of the Social Welfare department.

In our proposal for the establishment of a neighbourhood family centre in the Eli Cohen neighbourhood we tried to provide answers to needs not being met by existing frameworks insofar as these needs were apparent to members of the planning committee.(At this point no neighbourhood committee or other representative body existed in the neighbourhood and it was almost impossible to involve the inhabitants effectively in programme planning.

It was generally agreed that project activity should concentrate on early childhood education and programmes for mothers (both in their capacity as educators and as home-makers). The proposed programme hoped to meet the needs of parents by providing them with relevant knowledge, skills and counselling, the needs of children for learning opportunities and stimulation via appropriate play activity and contact with other children and adults, and the social needs of mothers who find it hard to free themselves from the care of the children within the home.

In the absence of a suitable public building, it was proposed to convert two adjacent ground-floor flats into a neighbourhood centre, one section of which would be set aside for a laundromat and home-makers'club for mothers. Some of the envisioned activities were:

1. mothers' and toddlers groups and activity and discussion groups for mothers who were at home in the mornings with the main emphasis on learning through doing, observation and discussion;
2. afternoon play-groups for pre-school children and parents, providing facilities for constructive play and opportunities for parents to become involved with their children;
3. courses and lectures on matters connected with the home and the family.

It was hoped that the centre would serve as a meeting-place and social club for neighbourhood women and as a base for such activities as they would want to organize for themselves.

In March 1978, the Mayor applied to the director of AMIGUR's * Department of Social Welfare for permission for the use of two apartments. In May 1978 approval for the programme was received from 'AMIGUR'. Nevertheless, even though approval was received, the programme ran into unanticipated difficulties, and two apartments meeting the required criteria of adjacent ground floor apartments did not become available until October 1978. However, Amigur agreed to finance the rather extensive renovations needed, as well as installing the washing machines for the laundromat.

In March-April 1978, we had begun to organize groups of mothers in the neighbourhood, with the intention that these groups would form a nucleus of women who would initiate activities in the centre. At that point it was hoped that within two to three months the centre would be ready for operation,and that these women would participate in planning the centre's activities. However, when it became clear that many more months would pass before the centre would be ready, it was decided to leave this activity "on the back burner" in order not to raise expectations that could not be fulfilled and thereby create disappointments.

* AMIGUR-housing authority of the Jewish Agency, providing low-cost rental housing in development towns.

More than a year elapsed until the centre, staffed by graduates of the first training course for para-professional educational counsellors, was finally opened in December 1979.

Outreach work was begun in the neighbourhood by the staff of the centre, and contact re-established with the women who had initially expressed interest in the centre. A number of meetings were held with groups of women from the neighbourhood, and by February 1980, several activity and discussion groups were meeting regularly on a weekly basis: a toy-making workshop, a discussion group on problems of child-rearing, and a women's consciousness-raising group. Another group met for a number of evening sessions to discuss problems of family health.

Four afternoons weekly, the centre provided a wide range of enrichment activities for pre-school children. A central activity was scheduled for each afternoon, and varied from day to day. In addition, a number of regular activity corners were be provided: a reading corner, a creative play area (painting, pasting, modelling, drawing); and area for make-believe play; games, puzzles, and didactic toys; a listening corner for music and stories, and so forth. These activities were supervised by the centre's team of para-professional counsellors, mothers and volunteers, while the central activities were directed by the professional staff of the project, kindergarten teachers from the community, etc. Children were able to move freely from activity to activity. An average of 40-50 children in the age-range of 3-7 participated in these activities daily. An attendence log was kept of both children and mothers visiting the centre, and mothers were encouraged to visit the centre in the afternoons together with their children. By means of these enrichment activities and the wide range of toys, books and materials in the centre which are not normally available to parents, we hoped to demonstrate to the latter the educational value of play and to encourage them to play with their children in the centre and at home. This programme continued until the end of the school year. The centre was also open throughout the first month of the school vacation (July) both mornings and afternoons.

During its first half-year of activities, the Eli Cohen neighbourhood family centre established contact with 118 families in the area. A group of 10 women participated regularly in the morning activity and discussion groups; not surprisingly, 7 of these women also participated in the EMRA home-visiting programme. All the women in this group were young mothers with 1 to 3 children. The centre committee which helped to organize group meetings and special events also came from this group. An additional 15 women participated sporadically in these group activities. Some 50 children from 22 families,aged 3-5, participated regularly in the afternoon activities, attending at least 75% of the time. Most of these children came from families of 4 or more children living in the immediate proximity of the centre. Small number of mothers visited the centre together with their children - but the staff at this point in time had difficulty interesting them in participating in activities - most of them preferring simply to take advantage of the fact that they were able to sit and relax, without worrying about their children. The question of how to stimulate these mothers to take active part in activities remained a challenge for the future - as did the question of how to meet the needs of working mothers,who on the whole did not participate.

2. The Ben Gurion Neighbourhood Family Centre

In the autumn of 1978, we began to work with families in the new Ben Gurion neighbourhood within the framework of the EMRA home-visiting programme, and the need arose for another neighbourhood centre. Since no facilities were available in the neighbourhood itself which could serve as a neighbourhood centre, we decided to establish the centre in the 'Well-Baby Clinic', located on the outskirts of the neighbourhood, which had been vacated, and which was offered to us for this purpose. This facility was renovated according to our specifications; we had already begun to move in our equipment when we were informed that the guilding was needed to temporarily house the second 'Well-Baby Clinic', whose building in turn was undergoing renovations.....

However, a nearby unused kindergarten was made available to us and renovated, and opened its doors to the neighbourhood at the end of May 1980, with a programme of activities similar to the one in the Eli Cohen neighbourhood centre.

With the opening of the two neighbourhood centres in 1980, we felt that conditions had finally been created for the implementation of our plans.

The neighbourhood family centres are perhaps the crucial link in the realization of the central aims of the project - the creation of an educational ecology encompassing all aspects of the life of the child, and the transfer of experience gained through participation and involvement in education to other spheres of community life.

C. Linking School, Home and Community: The Community School Project

1. Year I: 1977-1978

Complementary to the informal community-education programme to be based at the neighbourhood family centres, the planning committee proposed a programme which would be based on the formal educational framework- ie, the schools serving the neighbourhood. This programme aimed to forge more effective links between the home, school and community, with the schools functioning as activity centres for parents and neighbourhood residents. The programme outlined by the planning committee in February 1978 set itself the following objectives:

1. to increase co-operation between teachers, parents and members of the community in educational, social and other activities and to create an atmosphere of mutual trust and shared responsibility;
2. to strengthen parents' self confidence in their role as educators, to help them acquire the necessary knowledge and skills and to encourage their closer involvement in the educational activities of the school;
3. to encourage teachers to recruit the aid and support of the parents;
4. to foster involvement, a sense of mutual responsibility and co-operation between the school and the community by cultivating the relationship between the two and opening the schools to community activity.

Two primary schools in the vicinity of the Eli Cohen neighbourhood were selected as sites for the project: the Givah school (secular) and the "Yeshurun" school (religious). These schools were quite dissimilar: most of the children in the Yeshurun school came from low-income homes and traditional families, while those in the Givah school were children of younger and more successful parents. Whereas in the Givah School there was a tradition of active parents committees, the parents' committee in the Yeshurun school, composed of 'prestigeous' members of the community, existed in name only. Both schools suffered from a high turn-over of teachers, and from the fact that many of the teachers were inexperienced and often not residents of the town. However, both headmasters were enthusiastic about the project and prepared to cooperate.

Shortly after the approval of the programme, we met with the staff of both schools; despite the trepidation and anxiety which the idea of parental involvement evoked in some of the teachers - as well as scepticism regarding the possibility of affecting parental attitudes and behaviour, the teachers agreed to cooperate.

In the Yeshurun school, it was decided to begin initially with a programme fostering parent involvement in the lower grades, 1-3, in the form of structured meetings of the parents and class teachers, to discuss questions of education, child development, study materials, etc. Parents were invited to visit during lessons, at times previously arranged. An expert in community organizational development met with the team of teachers at regular meetings at which they dealt with problems which had been raised during the meeting with the parents, and worked out ways and means for future activities. This team also recommended ways in which to continue the programme during the following academic year, emphasizing the need for a liason staff responsible for organization of activities. Plans for a workshop in parent involvement during the summer vacation were not carried out; however, one teacher attended a training course on parent-teacher involvement run by the Ministry of Education, and assumed responsibility for co-ordinating parent-teacher activities in the coming school year.

At the Givah school, the existence of class parent committees permitted the involvement of parents' representatives in planning activities almost from the start. In February 1978, the programme was presented to the parent committees' representatives and to the teachers. As a result of this meeting, a joint planning committee was set up. The first activity planned and carried out by this team was a parent-teacher Purim party. Parents and teachers prepared the programme and refreshments together. The shared work and the success of the evening itself, in which a large percentage of the parents participated, helped to break the ice and smoothed the way for further joint activities.

Attempts were made to deepen the involvement of parents in the life of the school and to further co-operation between parents and teachers. Parents visited the social studies classes of their children and related personal stories of their immigration and the start of their new life in the country and in Ofakim.

Some parents directed the activities of children's groups after school hours. At the end of the school year a second joint parent-teacher event was organized - an'end of the school year' party. These activities contributed significantly towards strengthening the relationship between parents and teachers.

A group of teachers at the Givah school also met regularly with professionals in community development. These meetings contributed towards alleviating the fears and suspicions of the teachers and served to draw them closer to each other and to the parents. Towards the end of the school year, planning of operations for the school year of 1978-1979 began and guide-lines were laid down for the continuation of activities. It was recommended that the organization of community activities in the school, and the fostering of relations with the parents and the community be placed in the hands of a liason team composed of a parent and a teacher, each one employed on a half-time basis.

2. Year II: 1978-1979

With the beginning of the school year 1978-1979, a liason team, composed of a teacher and a parent (each employed on a half-time basis) was engaged in each of the schools. This team was charged with planning and organizing a variety of activities aimed at increasing parent involvement in the school and enhancing parent-teacher cooperation; the two teams had previously participated in a workshop in communication skills organized by the project. During the first half of the school year, efforts were concentrated on organizing a 'school for parents', offering a variety of weekly study and activity groups. Child-minding facilities made possible the participation of mothers with small children. The liason teams visited parents in their homes and organized parents meetings in order to stimulate the parents' interest. In each of the schools some 50 to 60 parents signed up for one or more activity groups.

The Givah school

In the Givah school, the parents of each class elected representatives, who together with a group of teachers functioned as a joint planning committee.

The parent-teacher committee met regularly throughout the school year and constituted in effect a core group of involved parents and teachers committed to cooperation with parents.

The very existance of such a committee was a new departure; as the group continued to meet, it acquired self-confidence and came to regard itself as an important element in the life of the school. The committee contributed a great deal to the esprit-de-corps of the school as a whole and to its image in the community, and the Givah school acquired a reputation as a school in which parents had a say in the conduct of the affairs of the school.

One of the interesting aspects of this committee was the active role played in it by fathers. There was an almost equal representation of mothers and fathers on the committee - something that would have been unheard of a generation ago in this community. In view of the fact that the teachers in the school were almost without exception women (as is the case in elementary schools almost everywhere) the active interest of fathers was especially appreciated.

A great deal of effort was invested by the parent-teacher committee and the liason team in publicizing the 'school for parents'. Initially interest was keen, but as the year progressed, attendance dropped and we were forced to close some of the groups. In many ways the 'school for parents' was a disappointment. The level of participation was disproportionate to the time and effort invested in organizing and publicizing the activity, and despite the many home-visits, the parents whom we had hoped to attract remained passive. The parents who came were generally the younger, upwardly mobile ones who in any case took an interest in school affairs, and tended to be involved in community life. However, these parents were usually hard-pressed for time, and interested primarily in participating in activities contributing to their own advancement, such as English classes.

The joint parent-teacher celebrations which had been organized the year before under the auspices of the project (the Purim carnival and the 'end of the school-year' party) had been resoundingly successful and had come to be regarded by both teachers and parents as part of the school tradition, and it was selfunderstood that they would be repeated. Some 300 parents and teachers participated in both the Purim celebration and the'end of school year' party, with teachers and parents together organizing and preparing refreshments, decorations, entertainment and sale of tickets; with the surplus income from these events the parents' committee bought presents for the school and its staff at the end of the year.

Encouraged by their success, the parents'-teachers' committee decided to organize two additional events - a museum outing and a traditional L'ag B'Omer bonfire, together with the pupils. The outing provided a unique opportunity for parents and teachers to get to know each other in an informal setting - some 60 parents participated, and it was generally concluded that this event too must become part of traditional school activities. In addition, two issues of a mimeographed parent-teacher magazine were put out.

We had hoped that the various joint parent-teacher activities would increase understanding and sympathy between the two groups and lead eventually to greater cooperation at the class level. Various types of activities were suggested by the joint planning committee:inviting parents to talk to the class about their work, countries of origin, holidays and ethnic customs; monthly meetings of parents with the class teacher to discuss aspects of the curriculum or new didactic methods; informal get-togethers of parents and children, and teacher, etc. Despite the fact that there had been almost general agreement on the importance of parent involvement at this level, attempts at implementation of a systematic program of activities proved to be surprisingly difficult and frustrating, and with the notable exception of the first grade,little real progress was made. Many of the teachers approached the organization of these activities with less than the necessary enthusiasm and energy; parent response was partial - and the teachers, disappointed, quickly retreated, arguing that the parents who participated were the 'good parents' who were no problem in any case, and that most parents were only interested in the progress of their own child, criticizing the teacher for any shortcomings in this direction but unwilling to contribute anything themselves. It seemed that we were back at the beginning. We attempted once more to organize a workshop for teachers (similar to the one we had organized for the kindergarten teachers) in order to improve the teachers' insight into the parents' and their own attitudes and expectations, and to narrow existant disparities, thereby creating a healthier and more realistic climate for further cooperation.

However, the response was negative; the teachers were interested in results and not in processes, felt little need to modify their own attitudes or behaviour, and were simply unwilling to undertake what they considered to be yet another unsolicited burden. In truth, the teachers, responsible for classes of more than thirty children, themselves usually mothers of small children, pressured from all sides to produce 'results' (i.e., favourable test-scores in the 'important' subjects) were rather harassed and it was in a way understandable that they tended to view group dynamics as superfluous and unnecessary.

Toward the end of the second year, the project's evaluation team interviewed teachers and parents and met with the liason team, the headmaster and the joint parent-teacher planning committee to discuss the progress which had been made in their eyes towards implementing the program which they had planned at the beginning of the year. What emerged from these discussions was that although both teachers and parents no longer questioned the need and importance of cooperation with one another (as one of them said: "the teachers no longer ask 'why' but 'how'"), their interpretation of what this implied was rather different. The teachers' primary concern was to impart information and certain skills to the pupils - and insofar as the parent could help in this task, they welcomed cooperation with him. They tended however, to view their relationship with the parents as a rather one directional-one: the teacher explaining to parents, teaching the parents, so that they in turn could help their children study more effectively. To this end they were willing to devote time and effort, and the indifference of those parents who did not see fit to come to parents' meetings was incomprehensible to them, and in a way, a personal affront. On the other hand, they were wary of those parents who were anxious and ready to share their pedagogic concerns, fearing an intrusion into what they viewed as their exclusive realm, and felt also somewhat threatened by the school's welcoming stance towards parents, concern that the latter would take advantage of the new 'liberalism'. The fact that many of the teachers are young and relatively inexperienced is undoubtedly a contributing factor to their hesitation and reluctance. Nothing in their training had prepared them for work with parents; the ambiguous status of the elementary school teacher tended to make them doubly sensitive to any infringement of their'professional' status; and without the headmaster's constant prodding and encouragement, it is doubtful if any change could have been effected at all.

However, there were exceptions, and those teachers who had succeeded in forming good working-relationships with parents were happy with the results. (In general, the lower the grade, the more open the teacher to work with parents).

The parents were happy with the recognition which they had been accorded as partners in the educational process. The parents who had been active in the parents' committee felt at home and welcome in the school, and some of them had formed the habit of dropping by when they had time for an informal chat with the headmaster or the teachers. They were on the whole interested in increasing the role of parents in the school and in providing a varied program of activities for parents - but themselves lacked the time to contribute effectively towards the implementation of these ideas. For them, the informal get-togethers and meetings with other parents and teachers played an important social role, and the various social events provided the kind of short-term challenge to which they could best respond.

The liason team had also not succeeded in meeting expectations: the teacher who made up one half of the team was young and inexperienced, and totally lacking in status and authority vis-a-vis the other teachers; and her liason function degenerated into a purely technical one. The mother (a para-professional community worker) who constituted the other half of the team came to be regarded by parents and teachers (as well as in her own eyes) as a member of the school staff - but this in some ways added to her status in the eyes of the parents and helped her in her liason work with them.

There was general concern about the fact that despite concerted efforts many parents had remained unaffected and uninvolved. Parents and teachers alike felt that the solution (if there was one) lay in the direction of increased attempts to involve parents at the class level - in direct relation to their own child. We concluded that our expectations had been somewhat unrealistic.

Most of the obstacles which we had encountered could have been predicted, in view of the fact that they were rooted in the structure of the educational system. Full implementation of the community-school project's aims is possible only if the participants in the endeavour (the teaching staff, parents, and community) modify existing priorities, attitudes, and patterns of behaviour. Change of this kind is a gradual and difficult process under the most favourable circumstances (i.e., if the pressure for change comes from within); when the change agent is an outsider, it is far more likely to meet with scepticism and resistance. On one hand, we had underestimated the degree to which teachers might feel threatened (albeit at the subconscious level) by increased parent involvement, which could also be viewed as parent interference. On the other, we had assumed that parents were waiting for the opportunity to become involved in school affairs, only to discover what should perhaps have been self-evident: that there were indifferent parents, as there were concerned ones. We had been most successful in those activities where parent-teacher cooperation had evolved naturally, on neutral ground where neither felt threatened (i.e., celebrations, outings); once parents and teachers felt at ease with each other and on a more equal footing, they were readier to work together to further what in effect is their common concern - the child's education and development.

The Yeshurun school

As pointed out earlier, the pupils at the religious Yeshurun school came from traditional, observant homes and from families in a lower socioeconomic bracket. These factors acted to create a very different climate for the development of project activities. In the religious school, the roles of teacher and parent are clearly demarcated, with each assigned his defined place in a hierarchial ordering of statuses and deferring to the authority of his superiors: headmaster, teacher, parent and pupil. Insofar as the majority of parents attended the parents' meetings held 2-3 times yearly, they did so in a passive capacity, expecting the teacher to inform and instruct them. The teachers, for their part, unquestioningly accepted the fact that they bore a duty towards the families of their pupils, and responded positively to the idea of organizing activities for parents in the school and reaching out to parents by means of home-visits in order to encourage them to participate.

In principle, no one objected to the idea of parent committees and the joint planning of activities; in practice, the composition of the parent community and the prevailing relationships between parents and teachers precluded any real progress in this direction at this stage.

For those mothers who regularly attended the 'school for parents' and other events at the school, this in itself was a revolutionary change from their regular behaviour, and on occasion meant incurring the wrath of their husbands.

The liason team, in consultation with the headmaster, planned a programme intended to gradually increase parent involvement in the school and participation in school activities. The team consisted of an experienced teacher assigned to this task by the school on a part-time basis, and a para-professional community worker who was herself a resident of the neighbourhood. The beginning was very promising: the teacher undertook the organization of the 'school for parents' while the community worker concentrated on establishing direct contact with the parents by means of home-visits, explaining the intent of the programme and inviting them to take part. By mid-term, the 'school for parents', with some 60 mothers participating in a variety of study and activity groups, was functioning well, and we planned to concentrate during the next stage on parent involvement at the class level, working directly with the teacher to develop a programme of activities with the parents of her class and helping her in its implementation. At this point however, the para-professional community worker left the project, and we were unable to find a suitable replacement. The teacher who made up the other half of the liason team had to carry on alone, and found herself fully occupied with the running of the 'school for parents' and the organization of the various school-based events in which parents were invited to participate - and the implementation of the programme for parent participation at the class level was postponed.

The mothers who signed up for the 'school for parents' were attracted primarily by the various handicraft and activity groups offered: the utilitarian value of the skills they acquired justified in their eyes the expenditure of time spent on themselves.

Lacking verbal skills and distrusting abstractions, they saw little point in group discussions and perhaps felt threatened by the spectre of earlier failures implied in arithmetic or literacy classes. The small minority which did attend these classes made excellent progress, but these were on the whole women who were highly motivated and grasped at opportunities for self-advancement. For many of the participants, the very act of attending a group meeting at regular intervals and at a set time was in itself a new experience, and as such, of some importance. It demanded of them to plan ahead, leaving the household to husband and older children (sometimes at the risk of conflict with the former); to dress up themselves and the small children whom they brought with them, and to temporarily abandon cooking, cleaning and all the other aspects of their daily routine.

Since we envisualized the school not so much as a service to parents but as a means of strengthening their ties and involvement with the school, the informal weekly interaction with the teachers conducting the classes and activity groups was an important aspect of the programme. The group of mothers attending the 'school for parents' formed a core group of involved parents, and the 'school for parents' served as a focal point for additional activities to which all the parents were invited.

Unlike at the 'Givah' school, the emphasis here was on activities involving both parents and pupils - for example, at the Arbor Day celebration in the school, mothers prepared an exhibition of things they had made and learnt in the various activity groups. An additional and more elaborate exhibition was held at the end of the school year: on this occasion, the graduating class of pupils and the mothers who had attended classes at least 70% of the time were awarded certificates. The exception was a 'cous-cous dinner' for parents and teachers organized by the mothers attending the school, who cooked and served the meal in the school dining-room,with parents of Moroccan and Indian origin who perform in folklore groups providing the entertainment.

To further encourage parents to feel comfortable in the school, the headmaster made a point of being present in the school while the 'school for parents' was in session, and parents were invited to come to his office with whatever problems they wished to discuss.

Towards the end of the school year, the headmaster and the teachers who had been involved in the 'school for parents' met in order to summarize and assess the impact of the programme. The discussion reflected mixed feelings: satisfaction at what had been achieved, and frustration that not more had been accomplished.

Our earliest efforts at parent involvement at the Yeshurun school had been directed at the class level. During the second half of the previous school year, regular meetings of parents and class teachers of grades 1, 2 and 3 had been organized, at which curriculum, methodology and various developmental and educational problems were discussed. The teachers, in turn, had met regularly with a specialist in group dynamics, to discuss problems which had arisen at these meetings and to plan future activities. We had hoped to organize a teachers' workshop during the summer vacation and to continue the regular meetings with the teachers during the school year. Unfortunately, neither proved possible. As for regular workshop sessions with the teacher: the problem here was the same as at the Givah school, only more so: all of the teachers were expected to participate in weekly in-service training sessions devoted to those subjects felt to be most important by the headmaster and the inspectorate (in view of the fact that a fair number of the teachers were young, inexperienced, and inadequately trained, this demand was understandable); workshops devoted to group dynamics and parent involvement were accorded a relatively low priority by the headmaster and the teachers themselves.

One self-evident conclusion which emerged from our experience in both schools was that the parameters of project activity in the school, even though this activity is primarily extra-curricular, are determined first and foremost by the headmaster - who in turn, is subject to constraints and pressures which function to reduce the 'degrees of freedom' available to him.

It would appear that a systematic programme of parent and community involvement in the schools can be successfully implemented only if the headmaster and the teaching staff effect some change in existant priorities and agree to allocate scarce resources of manpower, time and effort to these activities. Given the pressures under which these schools (stigmatized as 'deprived' and 'under-achieving') function, the prognosis for radical change is dim. However, we felt that considerable progress has been made: an awareness had been created of the need for and importance of parent participation in the educational process, and parents have begun to view the schools in a new light.

3. Year III: 1979-1980

As one moves from the informal educational setting of the home-intervention programme, the neighbourhood centre, or even the semi-formal environment of the kindergarten towards the highly structured framework of the formal system, innovation and change become more difficult to introduce - especially if the change agent is from outside the educational establishment. Without legitimation of the latter, entry into the system is almost impossible; yet, even when, as in our case, the imspectorate and the head-masters are receptive and cooperative, the task still remains formidable.

Objective constraints: pressures on the teachers from the educational and political establishments and from parents themselves, to produce 'results' (measurable by competitive test scores); a plethora of educational initiatives from within the system - new curricula and technologies, in-service training programmes, etc.; and the fact that a third of the teachers commuted from outside the town served to limit the teachers' receptiveness and capacity for coping with yet another programme making demands on them and which they viewed as yet another educational panacea. A shortage of experienced teachers led to a reluctance on the part of the head-masters to assign one of their better and more experienced teachers to the role of liason with parents, and severly limited their ability to impose the structural changes which a true programme of parent involvement called for.

The two head-masters found themselves caught between conflicting commitments: to introduce innovations whose immediate results in terms of academic achievement were dubious, and which demanded a considerable investment of time and energy on the part of the teaching staff on one hand - and on the other, to bring the school up to the accepted national level (a formidable challenge, given the quality of the teachers charged with the task). The resulting ambivalence expressed itself in what can be summed up as a great deal of lip-service being paid to parent involvement (often accompanied by ambitious plans which remained unrealized) while in practice, changes, if any, were in the direction of increased emphasis on formalistic teaching practices. The parents' own ambivalence further undermined whatever chances existed for introducing structural changes into the life of the school. More and more, the project found itself working with parents and parents' committees on various projects - with the teachers and the head-masters retreating with relief into their traditional roles vis-a-vis the parents.

The Givah School

In the Givah school, all our efforts to have one of the senior teachers assigned to liason-work with parents and teachers were to no avail. The full brunt of this task now fell on the shoulders of the para-professional community worker who was herself a parent. Despite her high prestige (and resulting success) amongst the parents, her lack of recognized authority within the school hierarchy served to minimalize effective cooperation on the part of the teachers. On the other hand, we found parents more than willing to involve themselves in affairs of the school. The parents' committee, composed of representatives elected by the parents of each class (a total of about 35 people) met at the beginning of the school year with the headmaster and a committee of teachers and drew up a proposal for parent involvement at three levels:

1. The class level: It was suggested that each homeroom teacher meet monthly with the parents of her class in an informal setting devoted to any or all of the following:

a. Educational problems of the class.

b. Demonstration lessons devoted to new curricula or teaching methods.

c. Planning of joint parent-pupil activities (outings,celebrations, get-togethers).

d. Planning educational projects in which the parents would play an active part.

2. The grade level: Activities involving all the parents of pupils in the relevant grade or grades: for example, joint activities of first grade children's parents and parents of kindergarten children who will be entering the school.

3. The school level: Since this was the level at which we originally initiated activities in the school, a certain 'tradition' had already established itself - for example, the parent-teacher Purim celebration and an end-of-school-year party, the yearly parent-teacher outing, and the 'school for parents' - and it was inconceivable that these not continue. Therefore, it was decided to reinforce these activities which had proven themselves as successful, as well as exploring new avenues.

The parents' committee elected 5 sub-committees from its midst, thus assuring that all its members would be actively involved and that tasks would be equally shared. The following sub-committees were chosen:

a. Editorial committee: Charged with producing a joint parent-teacher-pupil magazine, to appear 3-4 times yearly.

b. Community-aid committee: Responsible for extending aid to needy families and assisting malfunctioning families. The committee hoped to function in close cooperation with the teachers who would be able to approach it for help in those cases where they felt the child to be affected by unfavourable conditions in the home.

c. Studies committee: Responsible for organizing the 'school for parents' which planned to offer courses in English, Hebrew language, arithmetic, current events, and parent-child relations.

d. Cultural committee: Responsible for organizing parent-teacher celebrations, outings, and other cultural events.

e. Education committee: Which planned to meet regularly with the head-master and teachers' representatives to discuss various educational matters concerning the school.

As we turn to the implementation of the proposal described above, the lack of effective communication and cooperation between parents and teachers comes sharply into focus. The plans for parent involvement at the class and grade levels could obviously only be carried out with the full cooperation of the school, its head-master and teachers. The school-level activities depended primarily on the initiative and devoted efforts of the parents' committee and the parents' liason worker. Not surprisingly, little progress was made towards implementing the plans for parent involvement at the classroom level, wheras those activities directly controlled by the parents' committee, were reasonably successful.

Shortly after the committee's proposal was approved, the head-master decided to limit efforts at parent involvement at the class level to the lower three grades. Numerous planning sessions were held with the teachers concerned and with the teachers and the respective class parents' committees;almost without exception, no sustained programme of activities emerged. The teachers were on the whole resentful of this added burden and resentfulness turned into bitterness when their sporadic efforts were met with only partial response from the parents. By mid-year, it was decided to abandon this effort, since our objectives were not being achieved. The head-master conceded that given the existing priorities in the school, it was impossible to pressure the teachers, who did not believe in the value of what we were trying to do - and promised to change priorities in the coming year, so as to create a more favourable climate for parent and community involvement.

The parents' sub-committees worked on the whole effectively throughout the year. The editorial committee put out two issues of the parent-teacher magazine (again, cooperation with the teachers to assure pupil participation was not very successful). The community-aid committee made a survey of children in need of assistance.

However, under pressure of the head-master, help extended to these children was limited to financial help to their families in buying books, subsidizing school outings, etc., with a special levy collected from all the parents covering the expenditure. The studies committee tried to re-organize the 'school for parents'; however, of the six classes for which parents registered, only two continued to function throughout the year: elementary and intermediate English, which were perceived as being instrumental in furthering the upwardly-mobile aspirations of the parents who participated in them. The cultural committee organized two successful events - the 'traditional' Purim carnival and a bon-fire for all the school in the L'ag B'Omer festival. The education committee also met regularly with the head-master; however, rather than utilizing the committee to involve parents more effectively in educational issues, the latter stressed issues such as improvement in the physical facilities of the school, and problems of discipline. In an effort to bridge the gap between the parents and the teachers, the parents' committee, with the assistance of the National Parents' Committee, organized a weekend seminar for teachers and parents in May. 36 people participated in the two-day programme of lectures and discussions and the seminar contributed significantly towards better understanding between the two groups. Shortly after the seminar, a new issue arose,which quickly overshadowed and pushed into the background all other activities. The headmaster's application for tenure, which had been approved by the regional office of the Ministry of Education, was blocked by the mayor of Ofakim, Although the official reason given was that he was not a resident of Ofakim, it was understood by all concerned that the real reason was political. The parents' committee threw its full weight behind the headmaster, organizing demonstrations, delegations to the Ministry of Education and the parliamentary education committee, petitions, etc. Two years of working together in the project had turned the group into an effective force to be reckoned with, and our own role in this process (and willy-nilly, in the political processes in which the committee now became involved) was not overlooked. The end of the school-year co-incided with the negotiations between the Institute for Education and Community Development and the municipality regarding the continuation of the project for an additional three years and the establishment of a local association to manage the project.

The events at the Givah school at one point led to a complete breakdown of these negotiations. Conditional to the agreement which was eventually reached was the discontinuation of our activities in the school.

The Yeshurun school

At the Yeshurun school, the pattern of development was different from the beginning. In the previous school-year, the 'school for parents' had been very successful, and the school was anxious to continue the programme. However, the teacher who had been responsible for liason with parents returned to her classroom tasks - and we were found with the problem of who would assume responsibility for organizing the 'school for parents' and other parent involvement activities. In addition, the school's headmaster had left, and the new headmaster was struggling to solve basic problems of staffing, curriculum, etc. Assigning an experienced teacher to the job was out of the question; nor were we successful in finding a suitable parent. Finally, one of the substitute teachers was assigned to deal with the organizational and administrative aspects of the 'school for parents' and one of the more concerned and active mothers undertook the responsibility for liason with parents. The 'school for parents' got off to a late start in January, with some 40 mothers participating in 5 activity and study groups - handicrafts, macramé, baking, a literacy class, and a discussion group on the child and the family. All of these groups were led by teachers, and continued to meet weekly until the end of the year. This was however a far cry from the kind of programme we had hoped to develop, whose basic concepts were very foreign to the headmaster and the teachers. Both headmaster and teachers felt temselves responsible for educating the parents of their pupils, and involving them in the life of the school - but as beneficiaries of what the school had to offer, rather than as equal partners.

D. The Kindergarten Teachers' Workshop in Parent Involvement

Towards the end of the 1977-1978 school-year, we met with the Director of the Ofakim Department of Education, the kindergarten supervisor, and the Ministry of Education's kindergarten inspectors to discuss the development of a programme fostering parent involvement in the kindergartens. It was generally felt that before such a programme could be developed, it would be necessary to effect changes in the teachers' attitudes, to encourage greater openess and sensitivity, and alleviating some of the anxieties and suspicions which often coloured their relations with parents. The outcome of these discussions was the decision to organize a workshop in parent involvement in the coming school-year which would precede actual parent-involvement activities. We suggested involving the teacher's aides as well as the teachers themselves in this programme, but this idea was opposed by the representatives of the Ministry of Education and by the teachers themselves, who viewed this as a threat to their status, and it was decided to run a separate course for teachers' aides at the Negev Regional College.

The workshop was designed to improve the teacher's relations with the families of the children in her care and to provide her with the knowledge and practical skills which would help her to communicate and cooperate more effectively with the children's parents. Eventually, we planned to guide and assist the kindergarten teachers in developing a programme for the active participation of parents in the activities and life of the kindergarten, adapted to the specific character and needs of parents and staff in each kindergarten. Throughout the 1978-1979 school-year, the workshop met for 7 monthly plenum sessions, devoted to the following topics:

1. Clarification of the respective expectations of the parent from the kindergarten and kindergarten teacher and of the teacher from the parent; the kindergarten teacher's objectives and the various means available to her in attaining these objectives.
2. Analysis of potential conflicts between parents' and teachers' expectations and the reasons for the existant gaps in expectations.

3. Bridging the gap between parents' and teachers expectations and attitudes, and defusing potential conflict situations; investigation of various means and ways of increasing parent involvement in the kindergarten, appropriate to the specific conditions of the kindergarten and the character and expectations of the parent group.
4. Simulation and role play: the parent and the kindergarten teacher in various situations of cooperation and conflict.
5. Parent-teacher relations.
6. Children's work with creative materials in the kindergarten (in preparation for parents' meetings devoted to this topic).
7. Observation and evaluation of the child's development as a means towards improving communication with the individual parent.

The first four plenum sessions of the workshop took place during school hours, with students from the teachers' training college relieving the kindergarten teachers. 19 of the town's 23 kindergarten teachers, from both the religious and secular sectors attended.However, this arrangement could not be continued, and we were forced to hold the remaining sessions during after-school hours. This made it difficult for some of the teachers to attend, and attendance dropped to an average of 12-13.

In February 1979, the teachers participating in the plenum sessions chose three topics for pilot-project activities with parents in the kindergartens, with each teacher participating in one of the task-groups charged with planning and preparing the following:

Group A: Learning Readiness: The group worked on preparing written material for parents describing the curriculum of the kindergarten, and suggested activities that parents could work on with the child in the home: these were sent to the parents by the kindergarten teacher at regular intervals. 5 teachers participated in this project.

Group B: Parent attitude towards children's creative work: The 8 teachers in this group planned the following activities which took place in 5 kindergartens:

1. a display of children's works
2. workshop for parents: working with creative materials (collage, finger-paints, clay, etc.)
3. film-strips and guided discussion with parents on the role of creativity in the child's development.

Group C: Parent participation in regular kindergarten activities: this group of 5 teachers planned the following activities: preparing Purim costumes for the children in the kindergarten with the parents; parent discussions with a psychologist and community health nurse.

Evaluating the achievements of the Kindergarten Teachers' Workshop at the end of the year, we felt that considerable progress has been made. We were able to point to a marked change in the teachers' attitude towards parents: initial wariness has been replaced by openness and even eagerness for increased co-operation and involvement with the children's families; teachers were on the whole more willing to invest time and effort in this direction. A number of them moved beyond the planned activities of the workshop with initiatives and ideas of their own for increased parent involvement. Among parents too a change could be perceived and the idea that parents were expected to play an active role in the life of the kindergarten began to take root.

After a year of preparatory work devoted primarily to enhancing the kindergarten teachers' understanding of the importance of active cooperation with parents in the education of the child and appreciation of the parents' role in the educational process, we felt that an adequate groundwork had been laid for the development of a programme of parent involvement activities reaching all the kindergartens of Ofakim. The pilot project in which the kindergarten teachers had participated in the latter half of the prior school year had given them some idea of the wide range of possibilities open to them.

At the beginning of the 1979-1980 school year, the project team was joined by one of the kindergarten teachers (on leave for a year) who assumed responsibility for liason with the 24 kindergartens in Ofakim and for the administrative aspects of the programme.

We decided to continue the monthly workshop sessions with the kindergarten teachers, concentrating on two topics which we felt would further reinforce understanding and cooperation between the teachers and the individual parents: observation and monitoring of the child's development and behaviour, and effective communication with parents on this subject. The eight workshop sessions were conducted by an educational psychologist from the Negev Regional College, and an experienced kindergarten teacher from one of the neighbouring kibbutzim, trained at the Oranim Teachers' Seminary, who had joined the project on a part-time basis. Some 2/3 of the teachers attended these sessions. This team, together with the liason teacher and the kindergarten supervisor visited each kindergarten at the beginning of the year, in order to advise and guide the kindergarten teachers in planning their individual programme of parent involvement activities, and the liason teacher continued their visits throughout the year, assisting the teachers in various aspects of programme implementation.

We had recommended that each kindergarten teacher should chose at least one project on which she would work throughout the year with parents, in addition to the regular parents' meetings (usually held every trimester) and on-going contact with parents via visits to the home or parents' visits to the kindergarten. Most of the teachers opted for one or more of the following projects:

1. workshops with parents to prepare didactic games
2. mini-lending libraries
3. parent discussion groups

17 kindergarten teachers spent a day at the Kohl Teachers' Resource Centre in Beersheva learning to make didactic games, in preparation for the workshop session with parents, and this day was recognized by the Ministry of Education as part of their in-service training. Of these teachers, 10 followed up this initial preparation with 3 or more workshop sessions with parents.

13 teachers organized mini-lending libraries in the kindergarten, consisting of 20 books bought with funds collected from the parents, and 20 books added by the project. In addition, we provided materials for covering the books, and library cards. Books were exchanged weekly (in some cases, this became the responsibility of a parent-volunteer) thus assuring that each child went home weekly with a book which the parent could read to the child. The parents of each kindergarten participating in this project attended a lecture on how to tell stories to children, and on how to chose appropriate books for their child.

5 teachers participated in a workshop for discussion leaders organized by the Educational Television, in preparation for running discussion groups on parent-child relations (in conjunction with the Educational Television's programme 'Family Situations').However, the number of parents ready to participate in duscussion groups was minimal, and the programme never proceeded beyond this preparatory stage.

A small number of teachers chose other areas of activity with parents: work with creative materials, handicrafts, etc. At the end of the school-year, several kindergartens organized outings and picnics for parents and children, with the help of the project and the municipality.

One of the major problems confronting the kindergarten teachers is their isolation - both physical, since the kindergartens are dispersed throughout the town, and not connected organically to the primary school system, and psychological, since these teachers have little contact with their peers in the larger towns and are cut off from many of the resources available to the latter. We felt that an urgent need existed for an early childhood resource centre providing the nursery school and kindergarten teachers with didactic materials and instruction and serving as a permanent meeting-place and workshop. Plans were laid for organizing such a centre in the coming school-year at the neighbourhood family centre in the Ben-Gurion district utilizing part of the area of the centre for this purpose.

E. The Play - Corners at the Pediatric Clinics

Pediatric care for the children of Ofakim is provided by Kupat Cholim (Histadrut Health Fund), responsible for curative health services, and the Ministry of Health's Family Health Stations, which concern themselves with preventive health services. In one half of Ofakim, these services have been integrated (the 'B' clinic); in the other half, they function as separate facilities. In effect, all the town's infants and toddlers and their mothers are regular visitors at one or the other of these clinics. During peak hours, each waiting room may contain up to 20 children, their parents and siblings. The boredom and discomfort attendant on waiting in cramped and crowded quarters tend to increase tension and lead to friction which beg relief. At the same time, the waiting-rooms of the pediatric clinics serve as an involuntary meeting-place and centre for parents and young children, providing in effect both the setting and the 'captive audience' for the instruction of parents in educational activities and play with their children who meanwhile are stimulated and entertained in a relaxed and happy environment.

Towards the end of 1978, we were invited by Dr. Boaz Porter, the chief pediatrician, to open two play corners in the waiting rooms of the Kupat Cholim 'B' Clinic, whose pediatric services had recently been integrated under one joint team of Ministry of Health and Kupat Cholim nurses and doctors.

These play corners, staffed by two of the project's para-professional counsellors, began functioning in the spring of 1979. In planning this project, we aimed to achieve both immediate, short-range objectives and long-range goals. In the first category, we defined the following objectives:

1. alleviation of tedium by providing both children and parents with stimulating and constructive activities;
2. improved tension-management and the creation of a relaxed atmosphere conducive to better communication and cooperation between staff and clients;
3. stimulation of interest in further educational and community activities;
4. dissemination of basic information on child-rearing practices, preventive health measures, etc.

In the long-run, we hoped to effect an overall improvement in parental competency and functioning, resulting form:

1. hightened awareness of the child's educational and health needs;
2. increased knowledge, skill and awareness of choices of behaviour available to the parent in answering those needs;
3. improved attitudes towards child-rearing;
4. improved patterns of socialization and parent-child interaction.

An area was cleared in each clinic waiting-room and equipped with appropriate toys, books and play materials - both commercial and home-made from scrap-materials. The para-professional counsellors were charged with activating and guiding the children and their parent in play activities, modeling appropriate adult-child interaction and stimulating parent interest.

The play corners were enthusiastically received by both staff and clients. The availability of interesting and constructive activities to occupy the children while waiting for the nurse or doctor had the immediate effect of reducing tension. However, implementation of the educational goals of the project proved to be somewhat more difficult. The physical environment - crowding, lack of clear demarkation of play areas -as well as the brief and sporadic nature of the contact with parents, made work in this setting especially difficult and challenging. The inexperienced counsellors tended to engage the children in play directly, rather than involving the parents in the activity or engaging them in conversation on child-rearing or related subjects.Nor was their function always clear to the staff and to the clients - who often tended to regard them as 'toy-ladies' or childminders.Others however, welcomed the opportunity to play on the carpet with their children and the opportunity for their babies to interact in a play environment with other small children - something that not every infant or toddler has exposure to.

The clinic play-corners, unlike the carefully pre-planned programmes such as the neighbourhood centres or the home-intervention programme, was initiated in an'ad hoc'fashion, to meet urgent needs and to take advantage of an opportunity that presented itself.

For the first months, lack of professional staff prevented us from providing the kind of in-service training and supervision needed by the two para-professional counsellors assigned to this task. We had also assumed that the waiting-room setting would be the least demanding job - and had assigned two of our weaker trainees to it. This situation began to improve in the fall of 1979, when Lila Namir, a new member of the project's professional staff, assumed responsibility for regular individual supervision and in-service training.

In April 1980, we opened an additional play corner in the 'A' Family Health Station (the 'well-baby'clinic). This setting proved to be much easier to work in, since the children were all either infants or toddlers (in the Kupat Cholim clinic we had had to adapt ourselves to meet the needs of older children also), there was less crowding, and we ourselves were by now more experienced.

Towards the end of the year, it had become clear, that if we were to achieve the objectives we had set ourselves, a great deal of effort would have to be devoted to developing a more structured programme and providing more guidance and support for the para-professional staff working in what proved to be the most difficult of all the settings in which we were involved. Within the framework of the weekly in-service training sessions, the counsellors began preparing sample toys and toy-making instructions, working through in group discussion the problems and difficulties they encountered in trying to interest and activate parents and defining their own function more clearly. At the same time, we began to develop an early childhood curriculum for use in the various programmes within the scope of the project, thus laying the foundation for a more clearly defined and goal-oriented programme.

Despite all the initial difficulties, the play-corners were well received by the community, which perceived them as an effective answer to a real need, and we were asked to open a fourth play-corner in the Kupat Cholim "A" clinic.

Cooperation with the clinics' pediatric staff in planning the play-corner activities led to another joint venture, the 'Preparation for Childbirth and Parenthood' classes, aimed especially at new and inexperienced parents. Beginning in January 1980, we ran two such classes, which met for 8 sessions each. The courses were attended by women in the second trimester of their first pregnancy and their husbands, and were conducted by a team comprised of a member of the project's professional staff and a nurse from the 'well-baby' clinic. The curriculum was loosely based on that of the Open University's 'First Years of Life' programme(including the film on childbirth). The classes were held in the project's neighbourhood centres, surrounded by toys, books, and pictures, which contributed to the pleasant atmosphere of the meetings. Within the framework of the course, we attempted to provide basic information regarding conception, pregnancy, and birth and help the participants prepare psychologically and physiologically for labour, birth and parenthood. The final session of the course was given over to a vist to the maternity unit of the Beersheva hospital. In addition,a variety of books on pregnancy, childbirth and related topics such as breast-feeding were available, and the participants took advantage of this service,exchanging books serveral times during the course.

F. The EMRA Home-Intervention Programme

This programme (originally called the Programme for the Advancement of Education and Family Welfare) was initially planned in response to the local authority's request that we design an outreach programme aimed at 'deprived' families in those neighbourhoods in which the project planned to operate. It was felt that the various prior initiatives in the field of Social Welfare had not succeeded in answering the needs of those families most in need, and that we too faced the danger of not succeeding in integrating these families into the regular programme of the planned neighbourhood family centres and the community school project.

Year I 1977-1978

In response to this request, the project's steering committee prepared a proposal for a programme designed to aid families in developing the skills to function better in the education of their children and in the organization of their family life. On one hand, special emphasis was put on individual guidance of the mother in the care and education of her children during their formative years. On the other hand, the programme stressed the importance of involving family members in general neighbourhood activities, especially in the planned neighbourhood family centres of the project.

The target population envisioned were 50 families from the Eli Cohen and Ben-Gurion neighbourhoods. As an integral part of the programme, we proposed training a group of women from the community as para-professional counsellors. The Institute for Education and Community Development was to assume responsibility for organizing a training programme for these counsellors, and for on-going supervision and professional guidance.

The programme was approved in the spring of 1978, and adopted as a joint venture of Project Education and Community Development, the Educational Welfare Project of the Ministry of Education, and the Ofakim Local Council.

The programme set itself the following goals:

1. The development of tools for the instruction of parents in the education of their children, by training a group of counsellors and developing a relevant plan of instruction.
2. Enhancing parents' awareness of their educational role and increasing their active involvement in the education of their children at home, at school and in the community.
3. Raising the level of parental functioning and improving the parents' self-image.
4. Preventing cumulative cultural deprivation and retardation by teaching parents how to guide their children's activities and provide appropriate stimulation in the context of the individual family as well as the community group.

5. Extending the scope of parental involvement in community-based educational activities in the neighbourhood and in the educational institutions, and strengthening the ties between the parents and the schools.

Year II - 1978-1979

Shoshana Safarzada, a local girl completing her studies for a degree in Educational Counselling at Ben-Gurion University, assumed responsibility for the selection of and liason with the families in the programme.

In the first stage we collected information on the backgrounds of families in the Eli Cohen and Ben Gurion neighbourhoods who had children in the 0-3 age group. This was done with the aid of the various service agencies which came in contact with these families. All in all, information was gathered on 200 families. Thereafter, the process of selection began, until about 70 families who met the predetermined criteria for joining the programme remained. Home visits to these families were made, during which the programme was explained. During this stage additional sifting took place, first of all, of families in the 'Hippy' programme. A positive response was received from 37 families, half from the Eli Cohen neighbourhood, the other half from the Ben Gurion neighbourhood. In most of these families the mother did not work outside the home.

As the community became familiar with the programme, many families requested to join so that we easily achieved the full complement of 50 families planned for in the programme.

The training course for para-professional counsellors was opened at the end of October 1978, and extended for 7 weeks. Of the 11 women completing the course, 8 women began work in the home-visiting programme: the four considered best qualified, on a half-time basis, the others (about whose abilities we were unsure) at half that. Of the initial 8, only 4 completed the year (the problems connected with the selection of candidates for the course, training, etc. are discussed more fully in the following section which deals with para-professional training).

In January 1979, the home intervention programme began operations. Since as yet we had no neighbourhood centre which could serve as base for operations, we were forced to use a classroom temporarily unoccupied in one of the schools for this purpose.

When planning the programme, we had felt that in order to provide the type of individualized counselling and guidance for which we aimed, tailored to the specific needs of each child and family, the case-load of each paraprofessional counsellor would have to be limited to no more than 8 families. The weekly schedule of each half-time counsellor was planned as follows:

home-visits (7-8 families)	14 hours
recording and reporting (written and oral); planning future home-visits	2 hours
meeting with supervisor for individual counselling and guidance	1 hour
in-service training, group discussions and lectures	4 hours
	21 hours

It had been our intention, after an initial period of several months of intensive individual work with mother and child, to shift the emphasis gradually to group activities, decreasing the frequency of home visits as a pattern of regular group activities in the neighbourhood family centres became established. Not only did we feel that there were positive benefits to be derived from this type of group interaction for children and adults alike; we also hoped in this fashion to establish a firm core of neighbourhood people who would provide the initial impetus for community activities in the centres. Last but not least, we feared that home-visiting alone would lead to increased dependency on the counsellor, rather than to the self-confidence and self-reliance we aimed for. To our distress, neither neighbourhood centre was ready in time to permit us to implement this part of the programme, and our one attempt to bring the mothers and children in the programme together in the Ofakim Community Centre was unsuccessful, since mothers found it difficult to walk the relatively long distance involved with their infants and toddlers.

Our temporary base in the Kehilat Yaakov Elementary School in the Ben-Gurion neighbourhood could also not be utilized for this purpose, and we were forced to postpone the initiation of group work until such a time as the neighbourhood centres would be available.

Shoshana Safarzasa, who had been responsible for the initial selection of families for the programme, briefed the para-professional counsellors on the background of the families with which they would be working and effected the initial introductions. Shoshana continued to monitor the counsellors' work with the families, meeting weekly or bi-weekly with each of the counsellors to hear their reports and advise them, and acting as liason with the relevant services and agencies in the community when necessary. A separate file was kept for each family, and this on-going record helped us both in evaluating the impact of our intervention and in planning future activities and programmes geared to meet the needs of these families.

Once the counsellor had become acquainted with the family and the child and a regular time for weekly visits had been agreed upon, actual home-visiting could begin. The first step undertaken was that of rating the child's development in various spheres: cognitive, motor, language, social, etc. This was done by the home-visitor and the mother, using the simple rating scales developed by the South-Eastern Day Care Project of H.E.W.(reproduced in "Tuning In To Your Child"by Betty Rowen, Humanics Press, 1975) which we translated into Hebrew. The advantage of this rating schedule was in its simplicity and the fact that it was intended for use by the non-professional: we found that it served as an adequate indicator of the child's developmental level and as a good guide for the preparation of a work-programme geared to the needs of each child. Utilizing this base-line information, the para-professional counsellors with the help of the programme's supervisors, planned each home visit individually. Every visit - both its content and the response of child and mother - was carefully recorded, and a file was kept on each child's progress. We planned to rate the children's development at regular intervals, using these measurements and our on-going records of the home visits as a basis for evaluating the effect of the programme.

During these first months of the home intervention programme, we became aware of a number of unforseen difficulties and problems for which we had not made sufficient allowance, and which led us to introduce a number of minor but important changes in the structure of the programme.

1. The actual content of the home visit had deliberately not been structured in advance according to age groups, etc. - with the intent of leaving room for the preparation of individualized activity programmes for each child and parent. Thus no written activity plans had been prepared, and the para-professional counsellors and their supervisors had been expected to plan each home-visit separately, depending on their own knowledge, experience and imagination (as well as having resource to ample reference material). For most of the para-professionals this was a psychological strain, and from time to time they referred with longing to the programmed and highly structured materials and printed instruction manuals of the 'Hippy' programme (which was working in Ofakim with 4-6 year olds and their mothers). For the supervisors, the process was extremely time consuming, and their direction tended at times to be affected by their own predilection for certain types of activity. We concluded that some modicum of uniformity was called for, and decided to develop a flexible core-programme of activities for different age groups which nonetheless would make allowance for individual developmental levels in different spheres, and which could be adopted to each child's specific needs.
2. In some cases we encountered difficulties in getting the mothers to play an active role in the home-visiting sessions, and for that matter, keeping to the time schedule which had been agreed upon. This led us to conclude that some form of contract, in which both the home visitor's and the mother's responsibilities were clearly defined, was called for. It was also felt that the mothers would have more of a sense of having undertaken a commitment if expected to pay a nominal sum for the privilege of participating in the programme.
3. Some of the para-professional counsellors simply lacked the natural authority and self-confidence called for in this role. The only conclusion possible here was to be more selective in choosing the candidates for the next training course - and when in doubt, rejecting rather than accepting.

During the first year of the home intervention programme (January-July 1979) we established contact with 60 children and their mothers. Of these 33 were with us at the end of the year, the others having left for a variety of reasons. Utilizing:

1. the written home visit reports (which include an assessment of the mother's level of involvement and participation);
2. the developmental rating schedules filled out by the home-visitors and the mothers in most cases at the beginning and end of the intervention period;
3. a brief'case study' session devoted to each family, conducted by the staff and the para-professional counsellor,

we attempted to evaluate the impact and effect of the home-intervention programme on the child and his family. Taking into account that the developmental rating schedules used were a rather imprecise and generalized tool and that the assessment was made by non-professionals, we did not rely on them too heavily; however, they tended to bear out conclusions based on the written and oral reports of the home-visitors and the supervisors' observations. Stated in general terms, we felt that the home-intervention programme had affected the rate of child's development: where the child's performance at the onset of intervention had been more or less normal for his age group, after some months there were definite indications that development had been speeded up, in some instances dramatically. In a number of cases, the mother's attitude towards the child's needs had undergone change, expressing itself in changed patterns of behaviour towards the child. A serendipidous by-product was the manner in which the programme had managed to respond to the needs of the mother herself -for social contact, reinforcement of her sense of self-worth, etc. It can be assumed that the positive effect of the programme on the mother and her sense of well-being would also have a positive effect on her interaction with the child.

The families in the programme

The "Well-Baby Clinic' proved to be the most reliable and comprehensive source of basic demographic data on families with children in the relevant age group within our catchment area.

In addition, the public health nurses staffing the clinic turned out to be knowledgable, sympathetic and discreet informants regarding such delicate issues as intra-familial relations, child-rearing practices, mental and physical health, and overall family functioning. Additional information was solicited from various sources in daily contact with the families, such as teachers of older children and social workers. In this fashion we were able to compile a fairly comprehensive profile of each potential participant family in advance. The next stage, the selection of families for the programme, involved several steps:

1. the 'sifting out' of families considered unsuitable for this type of programme - primarily those of relatively high socio-economic status and/or post-high school education, ultra-religious families (of whom there is a small separatist sub-community in the Ben-Gurion neighbourhood), and working mothers whose infants were in day-care;
2. the selection of families, according to criteria of 'best risk'- for example, young mothers, whom we hoped to find flexible and receptive to new ideas. At this point we also consulted with representatives of the social services and crossed off those few families beset by special problems likely to hamper their effective participation in the programme (i.e., mental illness, drug addiction, delinquency) or in need of professional intervention;
3. home visits to the 70 families in order to explain the programme and elicit their interest. At this stage, an additional number of families were disqualified - some because of their participation in the 'Hippy' programme (structured home instruction for parents of 4-6 year olds), others because they planned to move from Ofakim.

As the community became familiar with the programme, we found that families were approaching us with requests to join, and we had no difficulty expanding the group involved in the programme or replacing families which dropped out.

The families from the Ben-Gurion neighbourhood participating in the programme reflected the heterogeneous character of the neighbourhood itself - on the one hand, young parents raising their first or second child, on the other, older parents of large families which have bee re-located in more spacious apartments in this new neighbourhood. We found that parents' age and family size tend to correlate with socio-economic status, educational level, and effectiveness of overall family organization and functioning. Among the older families, Hebrew was often not spoken in the home, and some of the mothers were illiterate or semi-literate and suffered from a concomitant low self-image. However, even among these families deprivation was primarily cultural and educational, and rarely economic. Most of the younger mothers had grown up in Israel and had at least 8 years of formal schooling; nonetheless, their patterns of verbal communication tended to be impoverished; despite relative affluence, toys were rare, and the idea of parents devoting time to play with their children an unfamiliar concept. However, these young parents, sensitized by the impact of television programmes which in recent years had stressed that education is the key to success, were on the whole anxious and willing to learn more effective ways of child-rearing. Quite a few of the younger women had come to Ofakim from neighbouring moshavim or other towns, and thus found themselves deprived of the supportive structure of the extended family, feeling their isolation quite keenly. For these women, the home-visitor met a number of unanticipated needs, often being called upon to function as surrogate mother, confidante, and friend.

Most of the families in the Eli Cohen neighbourhood were older - and consequently larger. In addition to the problems they shared with their Ben-Gurion counterparts, they suffered from overcrowded housing conditions, a key source of a variety of tensions and problems.

The younger families in this neighbourhood differed from many of their Ben-Burion counterparts insofar as they tended to be locally raised and remained strongly attached to the extended families which still constitute a key element in the social fabric of the town.

These young families tend to retain the normative patterns of the parental home, with one significant departure: their emphasis on the aquisition of showy furniture and other consumer goods - the symbols of the material success which is the basis of status and self-esteem in their social group. The close ties which these families maintain with parents and in-laws tended to perpetuate traditional child-rearing practices, with the grandmother playing a significant role in the upbringing of the children; they also tended to preserve traditional religious observances, and it was not surprising that a high proportion of the children in the neighbourhood attend national religious rather than secular schools.

Differences in occupational structure further underlined the distinction between the two groups: whereas the majority of wage-earners, male and female, in the Eli Cohen neighbourhood were employed as semi-skilled workers in local factories, we found a broader range of skills and occupations within the same age-group in the Ben-Gurion neighbourhood, which included skilled artisans, truck drivers, prison wardens and policemen , and clerks. The young families in the Ben-Gurion neighbourhood were quite evidently more upwardly mobile and self-confident; although not necessarily much better off than the Eli Cohen sample, they were more inclined to plan ahead and take risks in the present by undertaking the purchase of an apartment (with the concomitant mortgages etc.). If the reference group of the young couple in the Eli Cohen neighbourhood tends to be that of family and neighbours, that of their conterparts in the Ben-Gurion neighbourhood was the middle-class, western average young family familiar from T.V. and the magazines.

We considered the families in the programme to be a fairly representative cross-section of the Ofakim population of child-bearing age. The collective profile of these families belied the stereotyped image (and self-image) of the town - an image derived from the realities of the 50's and early 60's.

The classic syndrome of deprivation - inadequate income, overcrowding, high birth-rate, and lack of education or occupational skills applied to few of the families with whom we came in contact. Insofar as such 'high-risk' families were still to be found in Ofakim, they tended to be concentrated in an older age-group past child-bearing age, or to fall within the category of hard-core social cases (in which instance additional factors such as chronic illness, mental deficiency, etc. are usually present). Almost all of the fathers in the 200 families considered for the programme were gainfully employed, and able to provide their families with a reasonable standard of living. In those few households where basic amenities were found lacking, this tended to be the result of poor management rather than inadequate income. The younger families were on the whole aware of the importance of family planning, tending to limit family size (the mean number of children in the families of parents aged 20-29 in the programme was 2; in the 30-40 range, 5). Insofar as housing density remained a problem, it was well on the way towards solution. One-third of the parents in the programme had had some high-school education; two-thirds had completed 8 grades of elementary school.

Whereas the overwhelming majority of parents were deeply concerned with providing for the material needs of their children, more than half were found to have little initial awareness of their children's non material needs: educational, social or cultural. Themselves the products of culturally impoverished homes, they were in need of educational and cultural enrichment before they could adequately meet these needs in their children. It was however encouraging that they were often keenly aware of their own inadequacies and anxious to learn.

55 families had committed themselves to participation in the programme: of these, 6 were found to be unsuitable early on (these were families whose educational level was higher than that of the para professional counsellors).

Of the remaining 49, an additional 11 dropped out along the way; 6 mothers left the programme after taking jobs outside the home; another 2 when their children were enrolled in pre-kindergarten for 3 year olds; another 3 were unable or unwilling to conform with the minimal requirements of being present at pre-arranged meeting times, and were eventually dropped by us. Of the remaining 38 families, 5 'graduated' in August 1979, and entered the pre-kindergarten in the fall; the other 33 families planned to continue with the programme into its second year. We planned to increase the number of families in the programme to 40 in September 1979, expanding further to 60 by December 1979, when a new contingent of para-professionals would have completed their training.

We reached a number of conclusions on the basis of our experience during the programmes' first year:

1. Parents who have completed high-school, though often no less in need of instruction and guidance in child-rearing than their less educated peers, are not in need of an out-reach programme, with its relatively high per-capita running costs; nor did our para-professional counsellors have the self-confidence to work with this group. They are however ideally suited for work in a group setting and it was hoped that they would constitute the nucleus of young mothers participating in group activities in our neighbourhood centres.
2. At the other end of the scale, we found that families afflicted by severe personal or social problems were usually unable to function effectively within the framework of the programme since they were often unable to meet the demands of regularity and continuity without which home-visiting cannot be sustained. Nor could the para-professional counsellor be expected to provide the kind of support which these families generally need.
3. Of the 12 working mothers in the programme, 6 dropped out - all of them, mothers of 3 or more children. It would appear that the combined burden of outside employment, upkeep of the home, and care of the family left these women little time or strength to devote to their own needs.

Many families, while meeting their children's material needs for food shelter and clothing, were completely unaware of the need to provide them with stimulating and enriching environment. Books and toys were rare - and often unsuitable (it was not unusual to find expensive toys put away out of the child's reach so that they should not be broken). Especially among younger families, there was often little attempt made to plan expenditures rationally, to shop economically, or to organize household tasks efficiently so as to conserve time, money and energy. Again, the underlying cause would appear to be ignorance and lack of appropriate role-models and guidance. Among twelve of the families in the programme these seem to be acute problems - and undoubtedly there are many like them in the community. We felt that these families need counselling at two levels - both on an individual basis, with the home-visitor and supervisor tactfully offering suggestions as the opportunity presents itself - and at a group level, by means of parents' discussion groups and lectures on home economics, household budgeting, and related affairs , within the framework of the neighbourhood family centres. We hoped that by encouraging parents to discuss their problems and compare experiences we would to able to help them re-define priorities.

Almost without exception, the families in the programme could be defined as culturally and educationally deprived. In most cases, the school was the only setting providing for the child's cultural needs. Even when the parents were aware of their children's needs, they usually lacked the necessary tools and skills. Within the framework of the neighbourhood centre's afternoon activities, we planned to make an enrichment programme available for the younger children in the community (ages 3-7).

In a limited number of cases, families were found to be in need of individual and specialized attention: a husband's chronic unemployment as a result of emotional instability which prevented him from holding down a job; an older child with a severe case of cerebral palsy, with no existing provisions for the child's education or professional care; a hyperactive child diagnosed by our staff as suffering from minimal brain damage, and so forth.

In these cases we were able to function effectively as a referring agency and as coordinator with the different services, while providing the family with support and encouragement. In other instances, we were approached by one or other of the agencies serving the community, for example, probation officers or social workers, regarding problems facing families in the programme. On the whole we find that we have established excellent working relationships with these agencies and their staffs.

We came up against no serious cases of material poverty -- except in the above mentioned instance where the father was chronically unemployed and in need not so much of material assistance as of psycho-social rehabilitation. Nor was overcrowding a problem in the neighbourhoods in which we were working: those families still suffering from this problem were awaiting re-housing which was being provided by AMIGUR.

On the basis of our increasing acquaintance with the inhabitants of the two districts in which we are working, especially with the families in the programme, we concluded that material deprivation, insofar as it still existed in this development town, was not a major problem facing the age group with which we were concerned: the parents of pre-school children and their families.

As we made public our findings regarding the demographic make-up of the families in the programme, we came under attack from certain quarters unable to comprehend need in terms other than material, and were in effect accused of slanting the programme towards the middle-class population of the town.

1979 - 1980

Evaluation of the programme's effectiveness during it first year of operations (1978 - 1979), based on the weekly home-visit reports and case-studies devoted to each family, indicated that in those cases where the mother had cooperated with the counsellor, the programme had had a positive effect on the mother's attitudes and behavioural patterns, as well as on the developmental progress of the child.

It will be recalled that whereas the project team had envisioned a home-intervention programme aimed at improving parental awareness and functioning and enhancing community involvement, representatives of the social services and the Local Council participating in planning the programme had expected it to concern itself with over-all rehabilitation of multi-problem, malfunctioning families.

From the beginning, these expectations proved to be unrealistic and unviable. The same individuals who had exerted pressure for work with multi-problem families were the first to concede that these families would be unable to cooperate effectively with the programme, and that the para-professional counsellors were ill-equipped to deal with severe problems of family functioning and inter-personal relations. Insofar as such families became part of the programme, they tended to drop out quickly, unable to meet the minimal demands for cooperation, continuity, and active participation. It was found that the programme was most effective with the middle-range of working class families with limited formal education but some awareness of the need to provide their children with more than material needs alone, but lacking the skills, knowledge and self-confidence to play an effective educational role. These parents often suffered from a low selfimage and from psycho-social rather than material impoverishment, bearing out the contention that educational disadvantage is not of necessity concomitant with material poverty.Strained intra-familial relations and impaired family functioning were common, with inevitable negative effects on child-rearing practices. However, both the professsional and the para-professional staff of the programme were reluctant to tackle this area directly, and it was hoped that the modelling of alternative behaviour, group discussions, and informal opportunities for mingling with well-functioning families would exert an indirect beneficial influence. (Ethical considerations also entered into the picture: insofar as home-intervention is to some degree a breach of privacy, albeit with the consent of the participating family, we felt that privacy should be strictly respected and intervention limited to the stated purpose of the programme).

Re-evaluation of the original programme led not so much to a re-evaluation of objectives as to a change of emphasis -stressing the role of the mother as the child's first teacher, and working with her change priorities, attitudes and behaviour.

This sharpening of focus was expressed in the changed name of the programme to "EMRA" - an acronym formed from the Hebrew words 'mother' and 'teacher'. We restated the programme's key objectives : the improving of parental functioning and the enhancing of the parents' self-image, by

1. teaching parents how to provide the child with adequate stimulation through utilization of the resources available in every home;
2. encouraging parents to recognize and exploit educational opportunities present in the environment and in every-day situations;
3. helping parents to acquire the skills,knowledge and confidence enabling them to play an active role in their children's development and education.

By gradually reducing the emphasis on individual guidance of the parent in the home while stressing greater involvement in group activities with children and other parents in the neighbourhood family centres, we hoped to avoid excessive dependence on the programme's counsellors and supervisors. Furthermore, by encouraging parents to share in the responsibility for the running of activities in the centre, we hoped to set in motion a process of active involvement and participation in community and neighbourhood affairs.

At the operational level, a number of structural changes were introduced into the programme, providing for greater overall unity and cohesiveness, while retaining the programme's basic commitment to flexibility and individualization.

The lack of written materials had made it necessary for the programmes' supervisors to plan each home-visit in detail with the para-professional counsellor, and it had become essential that we develop a more structured 'curriculum'. Thus we began to develop a core programme of activities around which home-visits would be structured as well as a series of monthly 'work-plans'.

The modular structure of the programme and the emphasis placed on the heuristic element in each suggested activity were intended to encourage both para-professional counsellors and parents to devise their own additional or alternative activities and to encourage the child to do the same. We felt that this was an important element in fostering a sense of competency and self-reliance.

A key factor in all activities was the stress placed on the active involvement of the parent with the child.

The core programme , consisting of sequenced activities appropriate to the age and developmental level of each child provided for unified structure while retaining maximal flexibility. The programme took into account the heterogeneity of the target population-differences in the age, education and parenting experience of the parents, as well as chronological and developmental differences of the children. The activities were geared to stimulate the child's development in different areas - cognitive, motor, social and emotional, and drew on a variety of sources [+]. A separate programme was been planned for each of three age groups:

group A - 0 - 9 months
group B - 9 -15 months
group C -15 -36 months

Activities were structured around the use of simple and inexpensive toys, games and materials readily available in the home. Each type of activity combined the use of home-made toys and found materials with that of store-bought toys; the latter were in effect proto-types, and the mother was shown how 'junk' materials and every-day objects in the house could be utilized to fulfill similar function. Activity guides for each type of activity served the multiple purpose of helping the counsellor in planning home visits (each of which was structured around a specific activity) and of explaining the function and purpose of the activity to the mother. The monthly work-plan designated the activities appropriate to each age group around which each month's home-visits were structured. The counsellor decided on the order and the specific content of the home-visit in consultation with her supervisor, drawing on her own skills and inclinations for further elaboration and enrichment. The programme also supplied the mothers with basic materials for making toys and games and with a limited number of bought toys and books.

+ for example: Ira J. Gordon: Baby Learning Through Baby Play
Child Learning Through Child Play
Marylin Segal: From Birth to One Year; From One To Two Years
Genevieve Painter: Teach Your Baby.

In addition, books, puzzles and games were periodically lent to the mother. The home visitor also has in her 'kit' a number of activities suitable for older children - for example, collage materials, play-dough, etc. This was especially useful if the home visit took place during school vacations or in the afternoon.

Provisions were made to improve the uneven quality of reporting and evaluation, both by devoting more time and attention to training the para-professional counsellors in these skills and by developing a set of relatively simple and efficient procedures for reporting, monitoring and on-going evaluation and feed-back.

In order to encourage the families joining the programme to view themselves from the beginning not as recipients of a service but as partners in a learning experience, we devised a 'contract', designating the responsibilities and privileges of the family on the one hand, and of the counsellor on the other. Similarly, each family was required to pay a nominal sum for participation in the programme, which partially covered the expense of the materials provided.

The programme's supervisors, Tova Malin and Shoshana Safarzada, were charged with the initial recruitment and ongoing liason with the families in the programme and with the various relevant service agencies, and were responsible for the monitoring, supervision and direction of the work of the six para-professional counsellors who staffed the programme (all of them graduates of the second training course which was held in October-November 1979).

Once initial contact had been established with a family, and the family has agreed to the terms of the 'contract', one of the supervisors accompanied the home-visitor on her first visit and effected the introductions. This helped to reduce initial shyness and anxiety. At the first visit, the mother was given a folder in which she would collect the activity guidance pages which the home-visitor would bring from time to time; initially it contained a letter explaining the programme and outlining the mutual obligations of the home-visitor and the mother.

A day and time were set for subsequent visits and mother and home-visitor signed the 'contract'. The stage was now set for subsequent home-visits. Each consellor met with her supervisor for 1-1½ hours weekly. At these sessions she reported on her last home-visit(verbally in addition to her written report) to the families with whom she was working and planned her next visit. A separate file was maintained for each child, containing the weekly home-visit reports submitted by the home visitor,the supervisor's comments and the developmental evaluation forms filled out periodically by the home-visitor and mother. Both of these served to monitor the child's progress. (A file was also kept for each family, containing basic demographic data, the report on initial contact with the family, and subsequent evaluations of parent-child relations and patterns of parental behaviour made by the home visitor). For four hours weekly, the para-professional counsellors met for in-service training sessions.A part of each weekly session was devoted to group discussion of problems encountered in the field and to case studies.

Another new element in the programme was the introduction of monthly group-meetings of mothers. The combination of individualized guidance by means of home visits geared to the specific needs of each child and mother, combined with group meetings at the centres, was intended to achieve the following:

1. extending and deepening the involvement of the family in the programme;
2. providing opportunities for parents to meet, interact and learn from each other (especially important for young mothers living in relative isolation);
3. familiarizing and encouraging the parents to utilize the neighbourhood centre as a resource centre and meeting place;
4. welding the families in the programme into a cohesive group potentially exerting a positive influence on the functioning of the community.

The families in the Programme

During the first two years of its existance (1978-1980), the EMRA programme succeeded in reaching the majority of eligible families in the two neighbourhoods - Eli Cohen and Ben-Gurion - initially chosen as target areas. Towards the end of the second year (spring 1980) a foothold was established in two additional, and problematic areas: The Remet and Brecha neighbourhoods.

During this period we reached the majority of older families with children of appropriate age; however, the proportion of these families is on the decline, and in 1979-1980 there were only 15 families with 4 or more children in the programme. Of these, one family had 10, another 9, another 8, another 7 and the rest 5-6 children, and the tendency was clearly towards smaller families. The average family in the programme in 1979-1980:

number of children - 3
father's age - 28
mother's age - 24

There was a correlation between the age of the parents, the number of children in the family, and the parents' education. Younger parents tended to be more educated:

parent's age education	20-25	26-30	31-40	total
0-6	0	1	12	13
7-9	7	8	0	15
10+	19	2	3	14
	26	11	15	52

Both fathers and mothers participating in the programme in the second year had an average of 9 years of formal schooling. This was higher than the level of the prior year's sample, but still low if we consider the young age of the parents. (Israel today has 10 years of compulsory education; however at the time when this group was in school, 9 years were compulsory).

As already mentioned, the younger and more educated the parents, the less the number of children in the family:

children education	1	2	3	4+	total
0-6	0	0	3	11	14
7-9	3	7	1	2	13
10+	5	11	6	2	24
	8	18	7	15	52

These younger parents were on the whole more aware of the importance of education as the gate-way to their childrens' progress.

The higher the parents' education, the greater the family's upward mobility, since education is often the key to an occupation with higher status, more security and better pay. Of the 52 fathers in the programme, 17 were employed in the regular army, police, or as jailers, 20 work in local factories (mostly textile); 10 were lorry drivers; 2 self-employed, and 2 unemployed. All the mothers were housekeepers, since this was a pre-condition for participation in the programme, decided on after we had concluded that working mothers were unable to meet the demands of the programme as regards on-going cooperation and constancy of participation in home-visiting activities and group meetings.

All of the families in the programme were of Asian and African descent, or themselves immigrants from these countries.

With the exception of three families, all of the families in the programme lived under reasonable economic conditions. Housing density, previously a major problem in the Eli Cohen neighbourhood, had been solved in recent months, and most of the families enjoyed adequate housing.

However, housing density remained a major problem in the Remet neighbourhood where it was further intensified by the cultural patterns of these families. Often the living room, furnished with the appropriate 'status symbols', was set aside for visitors only, with the remaining two rooms serving all the needs of the family. Previously, we pointed out the differences between families in the Ben-Gurion and Eli-Cohen neighbourhoods; these had on the whole become less sharp by 1979-1980. However, the contrast between the families in the Ben-Gurion neighbourhood and the families in the Remet neighbourhood especially was very marked. The first group consisted of young families who had managed to achieve some degree of material well-being and were now more free to concern themselves with their childrens' educational needs; even when lacking the knowledge and skills to meet these needs, they had some awareness that education was the key to 'success' and to upward mobility, and were motivated to provide their children with what they themselves lacked. In sharp contrast to this motivation was the lack of experience and lack of self-confidence of the young mothers in Eli Cohen regarding the care and education of their first children. This dilemma was the cause of a great deal of tension and frustration which found expression in their conversations with the programme's counsellors, and one of the tasks of the counsellors was to butress the mothers' confidence and to relieve their anxieties. This lack of self-confidence was especially marked amongst those young mothers who were not native to the town, and had come to it from the neighbouring moshavim and other towns. These mothers tended to be socially isolated, without the extended families which helped other women in the first stages of child-rearing with advice, mutual visits, etc. and acted as contact with the outside world; they were confined to their apartments most of the time, occupied with housekeeping, and glad of any opportunity to get out of the house, or to share their doubts and concerns with others. For these women, the programme's counsellors filled the role of friend and confidant, able to offer advice and support, knowledge and experience. The young parents in the Remet neighbourhood were usually unaware of children's educational or cultural needs. They themselves were usually the children of large families who had married locally and continued to live within the cultural patterns of their parents. They were characterized by an inability to plan ahead into the future.

From this were derived behavioural patterns, such as:

a. gratification of immediate wants at the expense of basic needs;
b. inability to assume responsibility for what happens to them in their lives, and an inability to organize a stable family life; inability to clearly divide responsibilities and tasks with the family, with resultant tensions and instability.

A high proportion of these young mothers suffered from a variety of personal problems, especially hypertension and anxiety which affected their ability to function effectively. Often there was only a minimal age spread among the children; the young mothers with three children under the age of three were rarely able to leave the house, and their contact with the outside world was tenuous at best. A common complaint was that home is like a jail. In some cases, their self-image was so low that they felt too ashamed and insecure to deal with public agencies and were unable to express and stand up for their rights. These women were continuously occupied with problems of housekeeping, cooking and care of their families; the fathers assumed no role in caring for their children, considering that to be the sole province of the wife. The man's role was viewed as that of breadwinner - despite the fact that in some cases he was chronically unemployed. The mother's interaction with her children was basically instrumental, centering around food, clothing and other material needs satisfaction. It was the rare parent who provided toys or games for his children. The parents' understanding of their children was minimal, and many conflicts resulted from the parents'unduly high and unappropriate expectations from a small child.

In conclusion, it seemed to us that work with these families should center around helping the mother to re-organize family life - which implied changing atitudes and priorities in such a way as to channel energies towards the real needs of the family.

G. The Training of Local Women to Staff the Project

The idea of training members of the community to run project activities, rather than 'importing' professionals from outside the community has been one of the guiding precepts of the project from the moment of its inception. Thus in the first outline of the project proposal to be presented to the Bernard van Leer Foundation - in the spring of 1977, we find the following stated objective:

> "The project will facilitate the training of members of local population in the fields of education and community work, in order to decrease the community's dependence on outside elements and enhance the community's capacity to respond effectively to the problems and challenges with which it is faced".

And yet again, in the same document, under the heading of "Strategy and Method" the following statement appears:

> "Drawing on the skills and expertise at its disposal, the project team guide and train local people to implement and run their own programmes, aiming to make these programmes self-sustaining and gradually reducing the dependency of the community on outside help".

1978 - 1979

The training of a team of para-professional counsellors was thus an integral part of the operational plan approved by the project's steering committee in the spring of 1978. The Institute for Education and Community Development assumed responsibility for planning and conducting the first training course for para-professional counsellors, aimed at providing them with basic theoretical and practical knowledge of early childhood development and education, the family, the community, and inter-personal communications.

The following is an outline of the above-mentioned course:

Training Course For Para-Professional Educational Counsellors

1. Dates: 29.10.1978 - 14.12.1978.
2. Time Structure: 5 days per week from 8.30 to 12.30 a.m. Each day will include 2 units of 1-3/4 hours each, a total of 70 units, 35 days, 122 hours.
3. Method: The course will consist of lectures, group discussions, workshops, observations and field trips. The emphasis will be on developing the practical skills needed to fill a counselling role through practice and application of the theoretical material to real life situations. Thus more than 40% of the time will be devoted to workshops, field trips and visits to day care centres and nursery schools; the rest will be divided between group work and theoretical studies.
4. Curriculum:

The child:	growth, development and education of the young child.
The family:	roles in the family; family dynamics.
The community:	socio-historical background, demographic structure, institutions and services.
Methodology:	observation, recording and reporting; the use of games, creative materials, movement, children's literature; home-made didactic toys (trash to treasure); sequential learning activities.
Inter-personal relationships:	sensitivity training; values and principles of education and community work.

5. Criteria for Selection of Candidates:

   a. Ofakim resident
   b. Interest in education and in working with young children
   c. Motivation towards work with people, openness and sensivity
   d. Formal education - minimal 10 years
   e. Mother of one or more children
   f. Reliability and ability to keep job.

6. Selection Process

a. Personal interview, visit to candidate's home, group interview. (A team of local and Institute professionals will conduct these interviews).

b. At first, social workers, community workers, community health nurses, etc. will be asked to recommend suitable candidates. Later on the course will be publicised in the local press and by public notices.

7. Terms of Participation:

The candidates will receive a token salary (half of their future salary as counsellors) throughout the duration of the course; after the first three weeks they will be required to commit themselves to work for the project for at least one year. The Institute may also terminate the participation of any candidate found unsuitable during this period.

The course will be open for partial or full participation to other people working in Ofakim in the field of education and community work, such as school-community liaison, "HIPPY", etc. As far as possible, local people will be used as instructors in subjects related to community, social services, health and education.

8. Course Subjects and Method

Subject,	Lecture	Group discussion	Workshop(I)
Community:			
Community structure and organization; mapping the community	1(2)	1	
working with the community	1	1	
inter-relations between agencies and institutions in the community	2		
analysis and understanding of problems and events in the community	1	1	
principles of community work and their application	1	1	
The Young Child:			
development stages	1		1
conditions for optimal development	1		
the development of language skills	1		1
cognitive development	1		1
social development	1		
the child's perceptions and concepts	1		1
motor development	2		2
health and health education	2		2
Methodology:			
observing and listening	2	2	
recording			1
visits and observations			6
materials and games			6
Interpersonal Relations:			
group dynamics - development mutual trust and co-operation		3	
inter-personal relations; feedback		3	
teamwork		3	
The Family:			
roles in the family; the dynamics of family life		4	
Field Work:			
work with families			6
field trips			2
Opening and Conclusion of Course			4
Total Number of Units	31	17	22

(1) The numbers refer to units of study; each unit 1-3/4 hours.

(2) Workshop activities include the use of materials, preparation of didactic toys, learning activities appropriate to age and developmental level in different areas, observation and field trips, beginning of field work with families and special events, etc.

With some minor changes, the course proceeded according to plan. 40 candidates applied, of whom 14 were accepted to the course. Of these, three dropped out for personal or family reasons; the remaining 11 completed the course. (Despite the fact that it had become clear early on that some of the participants were not suited for home-visiting or other programmes, we enabled all of the participants to complete the course, since all of them were highly motivated and personally derived great benefits from their participation).It had been made clear from the beginning that no obligation existed to employ all of the course graduates.

All the lecturers were impressed by the eagerness and receptiveness of the participants - however, it was felt that their intellectual level was too low, (despite the fact that all of them had completed 10 or more years of school) and that many of the women found it difficult to express themselves in writing and were unused to dealing with written material at even a simple level. It was generally concluded, both in the staff discussions at the end of the course, and more significantly, in the discussions devoted to project evaluation at the end of the year when we were also able to relate to the women's performance in the field, that the initial selection of candidates should be more stringent and that more emphasis should be placed on native intelligence and potential skills (difficult as these might be to evaluate) and less on formal education.

Although we had originally planned to begin actual counselling while the course was still in progress, this proved to be impossible for a variety of reasons: while the course was in progress, the local government had changed hands, and we had yet to establish relations with the new incumbents (yesterday's opposition) who had to approve the contracts and terms of employment of the counsellors; we still had no base of operations (the neighbourhood centre in the Eli Cohen district was as yet far from ready). However, by the end of the course in mid-December, progress had been made: the new mayor himself presented the graduates with their diplomas, and a temporary haven was found in the new elementary school in the Ben-Gurion district (which would serve as our base of operations till the end of the year).

In view of the relative difficulty of some of the participants in the course in dealing with the programme's loose structure and its demand for initiative and imagination, we concluded that it was imperative to define their future functions as unambiguously as possible. The demands of the programme continued to be too much for some of the counsellors, who found it difficult to function without the rigid authoritarian directives to which they were accustomed and who lacked the self-assurance needed for the task.

Of the 11 women completing the course, 8 began work as para-professional counsellors: the four considered best qualified, on the pre-determined basis of half-time employment; the other four, whose abilities were yet to be proven, at half that. Of the remaining three, one chose to go to work for a women's organization on a voluntary basis, and two eventually were employed by the project to run the play-corners in the "Well-Baby Clinic". Our lack of stringency in initial selection of candidates for the course, and our relative leniency in employing the para-professional counsellors (hoping that time and experience would make up for other lacks) proved to be self-defeating: the women employed on less than a half-time basis were frustrated by the fact that they were earning so little, and left after a couple of months. Of the initial 8, only 4 completed the year. Of these, two terminated their work with the programme at the end of the year in order to take more lucrative full-time positions. (These were also the most highly educated women in the group). Without doubt, the course had contributed a great deal to the personal development of all the women who had participated in it, and indirectly increased the cadre of local women active in their community. As far as the programme was concerned however, it meant that we would have to train a new group of counsellors to answer the needs of next year's programme. Towards the end of the school year, we consulted with our group of para-professional counsellors in planning next year's course. They all stressed the need for a greater integration of learning with "doing", and the importance of combining theory with practical experience, as well as devoting more time to acquiring practical skills such as toy-making or work with creative materials. All of them spoke of the fact that much of what they had learnt in the course only became meaningful once they began working, and that if possible, study should be combined with practical field-experience.

If this proved impossible, more attention should be paid to the content of the in-service training sessions. The project staff supervising the para-professional counsellors also stressed the importance of the in-service training as an essential support structure for the para-professional.

b. In-service training

The weekly in-service training sessions were devoted partly to the discussion of problems arising in the course of the week's work, and dealing with these problems collectively proved to be very effective. The second half of each session was devoted to specific topics. Some of the subjects dealt with were:

1. effective inter-personal communication
2. family planning
3. free play with junk materials
4. body movement and expression
5. didactic film strips: pasting and collages, children's drawings, finger-paints, development of the infant from birth to 18 months
6. workshop in preparing toys and didactic games
7. the learning process
8. children's literature : selected readings and discussion; library visit
9. children's songs and finger games
10. community work
11. improvising new games with familiar toys.

Most of the in-service training sessions were conducted by the project staff, with guest lecturers invited from time to time.

1978-1979

On the basis of our experiences from the prior year, we introduced a number of changes both in the selection procedures and the structure, content and methodology of the course.

It was decided to shorten the course from seven to four weeks, since it was felt that some of the material initially dealt with in the course itself would be more effectively absorbed if dealt with at a later stage after the acquisition of some experience in the field to which the women could relate. Thus we planned in advance for a far more structured and intensive programme of weekly in-service training sessions.

As previously, social workers, community health nurses, etc. were approached and asked to recommend likely candidates, and the course was publicised by notices in public places. Each candidate was required to fill out a questionnaire and to submit a curriculum vitae. After initial screening, likely candidates were visited in their homes by a project team, with the purpose of becoming acquainted with the candidate in her 'natural surroundings'.

Following this step, each candidate was invited for a personal interview, on the basis of which the final selection was made. The interviewing team consisted of a senior member of the project staff, a representative of the Local Council, and the local director of the Educational Welfare Project of the Ministry of Education. We devoted a great deal of thought to the problem of how to make our final evaluation of candidates' suitability. The ascriptive quality of inter-personal relations in a small town, as well as the loyalties and ties which develop within a group studying and working together serve to make subsequent dismissal from the course or from work extremely painful and disruptive (as we had learnt the hard way) and therefore it was important that our initial judgments be as accurate as possible. It was decided that the final decision should rest on the least objective of the chosen criteria - the collective 'gut feeling' of the interviewing team.

On the basis of experience acquired from the previous course, it has been decided to emphasise learning through experiencing. Each subject dealt with theoretically was also be dealt with in a workshop situation in which emphasis was placed on personal, direct contact with the subject at hand.

Of the 38 women who applied for the second training course,12 were finally selected. Again, two women dropped out almost immediately - after their first experience with group dynamics. The remaining 10 completed the course with an almost perfect attendence record. Of these, 8 were accepted for work in the project, joining the 4 counsellors trained the previous year, who continued.

Regular in-service training sessions, held weekly, permitted us both to pursue topics dealt with in the course in greater depth, as well as introducing new topics. As the team of para-professional counsellors gained experience in the field, their capacity to deal with theoretical material increased, as did their understanding of its practical applications.

The process of training and working with para-professional counsellors proved to be one of the most exciting and fulfilling aspects of the programme: not only were we priveleged to participate in a constant process of personal growth and development on the part of the local counsellors in our professional capacity - but we ourselves became part of what was for us no less an exciting (and sometimes humbling)learning experience.

III

PERSPECTIVES

A. OFAKIM THEN AND NOW

In October 1977, as part of our initial effort to familiarize ourselves with the town of Ofakim, its inhabitants and their problems, we spent a number of weeks interviewing key members of the community, examining records and documents, and simply observing and talking to people. We summarized the data accumulated in a Preliminary Report on Ofakim.* Three years later, after a period of intensive involvement in the life of the town and its people, marked both by heartwarming and encouraging cooperation and assistance in developing new initiatives and projects, and by attempts to frustrate and obstruct, if not actually destroy these efforts, through motivations based on jealousy, politics, and narrow-minded particularism, it behoves us to return to our original assessments of the town, its strengths and weaknesses, and its problems: both those which we considered beyond the scope of our intervention, and those which we viewed as a challenge to the new project we were about to launch.

We found Ofakim to be typical of the development towns set up in the 50's, the years of mass immigration to Israel from the traditional societies of the Islamic world, and beset by the usual problems caused by lack of adequate preparation for self-administration by a relatively backward and uneducated population, with resultant dependency on outside agencies and experts for the maintainance of the necessary complement of services; reluctance on the part of trained, educated people from outside the town to come and settle in it (and as we discovered later, an overt reluctance of the local authorities to encourage such moves and create conditions favouring them);

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* Project Integrated Education and Community Development - Ofakim. Preliminary Report on Ofakim: November 1977. This section follows the structure and content of that report, re-evaluating each topic dealt with in the light of developments over the past three years. All quotes in this section are from the above mentioned Preliminary Report.

stunted economic development, with locally available work primarily unskilled and ill-paid, and with resultant out-migration of young people and concomitant social stagnation; and a simmering resentment towards the Local Council for its lack of success in bridging the gap between the projected public image of success and progress and the familiar, frustrating reality of inadequate solutions, ineptness, and for many, a dead-end existance. This resentment found its expression a year later when the incumbent Labour Party lost to the National Religious Party. However, the gap between election platform promises and daily reality is wide, and the change in political control has if anything resulted in impeding progress in most areas of life. In those areas in which significant progress has been made over the past three years, the impetus has on the whole come from outside the community and results have been achieved despite the resistance of local politicians. This is true of our own efforts as well.

Employment

The economic policies of the present Israeli government have if anything exacerbated the economic problems of towns such as Ofakim: cut-backs in incentives and subsidies to new industries, sky-rocketing interest rates combined with the familiar problems of stag-flation have resulted in a virtual standstill (which for a development area, means in effect regression) of economic development. Significantly, the only new enterprise established in Ofakim during this period is a new branch of the L'Eumi Bank; for many, playing the market in a small way, as well as the National Lottery and the football pools,hold out the only hope of bettering themselves economically. The service branches have also been hard-hit: both the Municipality and all government financed services have had to cut back 6% of their staff, and no new positions are made available. The ranks of young men unwilling to work at menial jobs for minimal wages have now been joined by an increasing number of unemployed young women trained as clerical workers, teachers, etc. On the other hand, the economic crunch has led an increasing number of married women with children to seek employment (hardly a day passes when we are not approached by girls and women looking for work - or sent to us by the politicians whom they previously approached).

The fact that the project provides part- or full-time work for some 15 local women has contributed enormously to its stature and upgraded its value in the eyes of the political establishment.

Housing

Refreshingly so, this is an area in which projected plans were actually successfully implemented. A significant number of large families were rehoused by AMIGUR, the Jewish Agency housing authority, in larger and more adequate apartments;overcrowding has almost been eliminated, except in the instance of those young families following in their parents' footsteps and bearing a child each year- understandably, it becomes difficult for even the most forward- looking housing authority to keep pace. The last neighbourhood in which housing remains a serious problem, especially for older families, is about to become part of the Jewish Agency's PROJECT RENEWAL. In addition to re-housing, AMIGUR has expended considerable resources and effort to improving the environs of the buildings themselves, and a major landscaping project has remarkably improved the appearance of the older, run-down neighbourhoods and provided outdoor play facilities for children and amenities for the adults. AMIGUR's efforts at community organization: block and neighbourhood committees, neighbourhood-based social and cultural activities, etc. have been somewhat less than successful - primarily for lack of trained personnel and adequate supervision, and difficulties in achieving the kind of inter-agency cooperation this kind of effort calls for. We ourselves have found AMIGUR, both at the local and national level, receptive to our ideas and cooperative and helpful [illegible] their implementation - even if not always at the tempo we would have desired. The construction of the Eli Cohen centre would have been impossible without AMIGUR, and in those neighbourhoods where the project functions, excellent working relations with the local fieldworker exist.

Social structure

In our analysis of the social fabric of Ofakim three years ago, we pointed to a number of salient factors.

a. It appeared that a number of key postitions in the community were filled by outsiders and Ashkenazim.

This has changed to some degree since the elections, as part of what may be described as an 'affirmative action' programme on the part of the local authorities. Although no one has been actually fired, where ever possible,openings have been filled with local people of North African descent; temporary contracts have not been renewed, and outsiders have been pressured to move to Ofakim (while not especially assisted in doing so).The project's policy of training local people is of course highly esteemed; on the other hand, we are often hard-pressed to justify the fact that we have hired professionals from outside the town to staff senior positions in the project.

b. We remarked on the sharp divisions between the secular and religious sectors in the town, and the existence of separate educational, cultural and social facilities. With the change of administration, this too has changed somewhat. With the exception of the formal educational framework (the fact that schools and kindergartens are part of a national network guarantees the ongoing existance of the secular schools) the tendency has been towards de-secularization of previously exclusively secular institutions. This is done subtly, by assuring that staff are either religious or amenable to instructions from the religious establishment, and by provisions which the secular person can only object to at the price of being considered disrespectful and unloyal to the traditions of his people. Insofar as the large majority of the population is composed of believing (if not overly-observant) Jews, no one protests. In any case, the outrightly secular segment of the population tends to be more highly educated, affluent and mobile, and thus able to find their recreation and culture elsewhere. To what degree this factor has affected out-migration we do not know.

c. The third factor we pinpointed was the separatism of the poor and culturally empoverished. These people and their children tended not to utilize the Community and Youth Centre : the educational level of parents was very low and many of the children became school drop-outs and delinquents. Within the homes a high incidence of mental and emotional instability accompanied by a breakdown of parental authority and norms, not to speak of a lack of stimuli - books, toys, etc. - acted to impair the adequate development of the child.

Communal and educational institutions had been singularly ineffectual in reaching out to this segment of the community. Although service-delivery (of health, social services) has greatly improved over the last years, little progress has been effected at the preventive level - not to speak of integration of this element into the community-at-large. We argued from the beginning that the correct approach towards this group was not isolation and compensatory activities (whether for children or adults);that whereas outreach was essential, if not followed by a process of 'drawing into' the community its effects would be marginal. We feel that the example set by project activities has begun to be accepted by the community; as for our own achievements in this area, we will deal with these elsewhere.

d. There has been a perceptable change in the demographic composition of the town over the past three years. Although unable at this point to back up our impressions with statistics, this change is quite obvious as one moves through the town. The population is younger; whether this is a result of the second generation's growing up and establishing families of their own or the influx of young couples, especially from the neighbouring moshavim, (housing is more readily available and cheaper than in the cities) this has become the dominant element in the town, especially in those neighbourhoods in which the project is based and into which it is expanding. Project-wise, this means that our early-childhood and neighbourhood-based programmes find a ready, and one might even say hungry, audience.

Political structures and local government

At the time when we wrote the Preliminary Report on Ofakim, the Labour Party enjoyed a clear majority, controlling the executive of the Local Council and all the key positions in the local power structure; the professional echelon was often hard put to resist political pressures, and patronage was endemic. In view of the fact that in the last national elections Labour had received only 25% of the vote in Ofakim, while the NRP[*] had gained in strength, we predicted that its continued control of the political structure was endangered. In the 1978 elections, Labour indeed lost its majority by 400 votes, and the NRP emerged as the largest party. As we stated in the Preliminary Report, "politics is an all-pervasive fact of life in all areas - a fact which can ill be ignored, and which often calls for delicate maneuvering in areas bearing no connection to politics".

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[*] National Religious Party

These words proved prophetic, especially as regards the project, and we will return to that point later.Predictably, the NRP majority, though treading carefully at first, began to consolidate its position by installing its own people wherever possible: those functionaries who resisted pressure and who by dint of seniority and their status vis-a-vis the relevant ministries were unassailable were forced to fight a war of attrition against obstructionism of various sorts. In the jungle of small-town politics, this falls well within the realm of accepted political tactics; the fact that its narrow margin of votes forced the NRP to govern by coalition, at first in alliance with the Likud and the ultra-religious Agudah parties, and from the spring of 1980, with its traditional partner, the Labour Alliance, served to prevent the NRP from alienating any segment of the population too blatantly. The Mayor's self-image as populist leader proved to be another and more complicated factor. Elected primarily by the votes of the traditionalist, poorer and more backward elements of the population, he has deliberately resisted all outside influence that would change the narrow, particularistic molds of ethnic group, clan, and religious establishment and their hold over the town's self-image. It is a fact of Israeli life that only those development towns which have deliberately set out to change this image and become part of the mainstream of Israeli life, attracting new elements and new ideas to the town, have succeeded in breaking the confines of what only too often has become a rural ghetto.

Social welfare

Three years ago, the Welfare Department had difficulty in answering the needs of the population; it lacked skilled and trained personnel, and was bedevilled by a constant turnover of the latter; in the eyes of its clients, it was viewed essentially as a source of material assistance. However, the Department was then on the verge of beginning a new programme of re-organization and de-centralization as a pilot-project of the Ministry of Welfare. Three years later, the results are already evident. Financial assistance and welfare have been separated (as part of a national reform); systematic upgrading and training of staff has served to vastly improve the service, which itself is more and more undertaking counselling and guidance tasks, and a programme for the aged has been initiated. Though ever-ready to cooperate with other agencies, the Welfare Department has not always met with a similar response.

On the one hand, cooperation with the health services and with our project has been close and fruitful; on the other, lack of cooperation from the Community Centre has resulted in the almost total demise of the neighbourhood based community-work programme staffed by para-professionals, which had originally been set up by the Welfare Department,the Community Centre, and Amigur in cooperation with each other. Ata Menshari, the director of the Department, has been a constant and loyal supporter of the project and a source of advice, help and friendship.

Health

In the Preliminary Report we described the integration of pediatric services - corrective and preventive - initiated by Dr. Boaz Porter in 1974, and subsequently disbanded as a result of the lack of cooperation between the Ministry of Health and Kupat Cholim (the Histadrut Health Fund). In 1978, it was decided to make another attempt at activating the integrated service in the "B" clinic; at the time of this writing, the service is about to be extended to all of the town - the "A" clinic and a new clinic about to be opened in the Ben-Gurion area. The integrated pediatric services have put an end to the prior absurdity of the small child taken to one clinic for inoculation, and to the other for subsequent fever; but that is only one aspect of the community-orientated outlook of the pediatric staff. Similar aims of encouraging self-reliance and autonomy in the community and decreasing dependency by encouraging people to acquire skills and knowledge inevitably resulted in close cooperation between the pediatric services and the project, beginning with the play-corners in the waiting-rooms which we organized and staffed with para-professionals (at the invitation of Dr. Porter) and extending to jointly-run courses for potential and new parents. When the JDC* initiated a project to upgrade health-care in Ofakim, a team of social workers was attached to the clinics, and it was only natural that they assumed active roles in the organization of discussion groups and courses in our neighbourhood centres.

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* Joint Distribution Committee - U.S.A.

Education

Reporting on the state of the primary schools, we described some of the efforts of the Ministry of Education, which is charged with the pedagogical supervision of the schools, to upgrade teacher in-service training and facilitate the introduction of new curricula and teaching methods. Though in recent years tremendous progress has been made in the development of new and innovative programmes, training teachers in their use has remained a major problem, especially in development areas which suffer from a chronic lack of experienced, well-trained teachers. Great emphasis has been put on in-service training programmes, with either a small number of more experienced teachers attending regionally organized courses and then supervising their peers in a specified study-area: maths, language, geography, etc., or through weekly in-service training sessions devoted to specific aspects of the curriculum or methodology. Special stress has been laid on maths and language skills; children are regularly tested in these subjects, with results periodically compared to the national averages: somehow, closing the gap in arithmetic scores has come to symbolyze the closing of the socio-economic gap. Schools are in competition with each other, and teachers under pressure from parents, principal and supervisors to produce "results". One of the results is that teachers tend to downgrade activities which do not serve the purpose of instilling knowledge, as narrowly defined. Last year, computerized math labs were introduced into the schools. Though in principle agreeing to the importance of parent involvement in the schools and school involvement in the community, teachers feel that too many conflicting demands are made of them by the head-master and the inspectorate, and their overt agreement to parent-community involvement is accompanied by a covert reluctance and resentment of yet more burdens taxing their energies and time. This factor has been mainly responsible for what in the final analysis has been a peripheral influence on the schools and their role in the community.

Kindergartens

Three years ago, we quoted the director of kindergartens as believing that "kindergarten teachers are aware of the importance of activities involving parents, and the obstacles to be overcome are organizational - lack of someone to initiate, organize, push such a programme".

At that time there was no initiative in that direction, and even home visits by the teachers were few and far apart. We found both the kindergarten teachers and the inspectorate and supervisors receptive and only too ready to cooperate; after two years of systematic work with this group, the majority of kindergartens have developed a programme of parent involvement which has come to be regarded as a natural component of the kindergarten's activities throughout the year. Hopefully, the generation of parents who have enjoyed playing an active role in the kindergarten will demand a similar role for themselves in the schools. At the time of the Preliminary Report, a pedagogical resource centre had been established in Ofakim, which was planned to serve as base for in-service training, teachers club, and source for didactic materials, pedagogical literature, and audio-visual equipment. After a year, during which practically no use was made of the facilities by the teachers, the project was abandoned. Each school has developed its own rudimentary centre, and no provisions exist for the kindergarten and nursery-school teachers. Finding ourselves bit by bit serving this function, we decided to establish a resource and guidance centre to serve the above-mentioned group, our own staff, and parents who want to make use of it. We have set aside a wing of the Ben-Gurion neighbourhood centre for this purpose and plan to develop this facility with the beginning of Phase II of project operations.

The Educational Welfare Project

The Educational Welfare Project of the Ministry of Education was established in 1975 to develop activities outside the formal educational frameworks in depressed city areas and development towns, with emphasis on community involvement in planning and implementation, local initiative and autonomy, parent participation and involvement in education, and similar aims. We described how in Ofakim the lack of clearly-defined priorities and lack of overall policy had led to a series of disconnected efforts at ameliorization and improvement, with each educational sector - youth, high-school, primary schools, pre-schools, culture and community allocated 'a piece of the pie'. The past three years saw no change (with the exception of the addition of a new 'client' - Project Education and Community) since each sector was reluctant to relinquish its share.

At that time, Perla Schneider, the director of the project, spoke of the general awareness of the importance of home-school-community links, early childhood intervention, and parent education - with the lack of skilled personnel defeating initial steps which had been taken in that direction. Our first links with the Educational Welfare Project were forged by the mayor who welcomed us to Ofakim, Yechiel Bentov, who proposed that we undertake a joint project with the Educational Welfare Project - a comprehensive, community based out-reach programme, for 50 culturally-deprived families and their children. The resulting programme, which eventually became today's EMRA programme, was the beginning of a partnership with the Educational Welfare Project which facilitated the survival of the project throughout the period of its rejection by the new mayor, Avraham Revivo. It also led to our legitimation by the educational establishment - the inspectorate and the Ministry of Education. Cooperation with the Educational Welfare Project extended to almost all the areas of our activities, and Perla Schneider became in effect an unoffical member of our field-team (and during the last year, a part-time project employee).

Informal education and youth

An attempt has been made to coordinate all youth activities under the auspices of the Municipality's youth department, which runs two youth centres and organizes a fairly extensive activity programme for primary and high-school children during the holidays. The introduction of an extended school day permits the schools to offer a programme of extra-curricular activities for children from the third grade up. Youth activities enjoy top priority both at the local level and at the Ministry of Education. Despite the obvious progress, there is however a general dissatisfaction: these programmes fail to reach those youths and children most in need - the drop-outs and potential drop-outs, those who need to be 'reached-out' to. The neighbourhood clubrooms which were run by volunteers (mostly from kibbutzim) have on the whole become defunct, as a result of a lack of adult direction, local staffing, budgets - and above all, lack of the conviction that they served a special purpose, insofar as they attracted those children lacking the motivation to participate in the youth centre activities.

Another group whose needs remain unmet is that of the teenage girls, who, bored with school and the companionship of their peers, look for excitement in the company of older youths. This group's problems are publicly unacknowledged, but the high incidence of teen-age pregnancies, whether ending in abortions or early marriage, is but one facet of the problem. Our proposal to initiate a programme of education for family life for girls in their early teens was warmly received by the local authorities and will hopefully become an integral part of the project in its second phase.

Organized community life

Three years ago, the Community Centre, under the direction of Reuven Leibovitz, was the nerve centre of an expanding network of community organization and activities at the neighbourhood level; initially developed by volunteers from the kibbutzim in the region and a group of pensioners from the city who had come to Ofakim as volunteers, these activities, based on neighbourhood clubs and neighbourhood committees, were run by a group of para-professionals under the direction of the community centre. This programme was an example of cooperation and coordination, involving the Department of Welfare, AMIGUR, the Municipality, the Community Centre and the volunteers. The neighbourhood based social, cultural and educational activities were rightly viewed as a means towards the development of community cohesion and initiative. Shortly therafter, Reuven Leibovitz left Ofakim, and Mensher, who had been the driving force behind the volunteer effort, returned to his kibbutz. Without adequate direction or leadership, what had been an initiative full of promise floundered and lost its impetus. No budgets existed for staff to replace the volunteers (who in any case, after the political changes in the town were not as welcome as before); the character of the Community Centre changed as its policies were more and more determined by the politicians; and no further attempt to formulate or implement an overall policy of community development has since been made. The one outreach-programme to emerge intact was the ETGAR* home-intervention programme for kindergarten-age children, a highly structured and centrally supervised programme administered by the Community Centre and financed by the Educational Welfare project.

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* The HIPPY Programme developed by Dr. Aviva Lombard of the Hebrew University of Jerusalem.

Needless to say, the cooperation between ourselves and the Community Centre, which had been so important in our first days in Ofakim was all but terminated; the present director of the centre and his predecessor tended to view the project as a rival and missed no opportunity to attack it - usually behind our backs.

The 'pathology' of Ofakim and obstacles to its development

The question we posed ourselves three years ago still holds today: given the fact that Ofakim's key problems are economic and demographic, and essentially beyond the scope of our intervention - can we help the community to develop structures enabling it to function more effectively, decrease its dependence on outside assistance in the essential spheres of community life, and improve the quality of its members'lives? The various programmes which the project has developed over the past three years have in effect attempted to provide viable answers to that question, and to a number of structural and functional problems limiting the effectiveness of various solutions which have been attempted:

1. lack of community involvement in the actual planning and implementation of programmes;
2. lack of provisions for training local people in skills needed by the community, so as to decrease dependence on outside expertise;
3. lack of provision for the effective continuation by local people of successful initiatives begun by outside ' experts';
4. lack of a comprehensive, coordinated programme of community development with clearly defined priorities;
5. lack of consideration for the opinions and interests of local people in initiating programmes meant to enrich their lives;
6. lack of contact and cooperation between parents and teachers, home and school, with resultant mutual indifference, if not hostility.

Three years later, though we cannot boast of success in "coordinating the efforts of all the elements active in the community and concerned with its social welfare [illegible] the planning and implementation of an integrated programme or community development and education", we can pride ourselves in having, despite many setbacks, made significant progress in that direction; on the whole we have been true to our edict of assuring "the active participation of the community itself in the process of defining its needs, determining its priorities, and developing its own resources".

We approach our self-set task today with somewhat less hubris, but with the assurance that our approach is increasingly assuring the acceptance of the programmes to which it has given birth.

B. THE PROJECT AND THE COMMUNITY

The Community

The project team from the beginning was committed to a non-directive, supportive stance vis-a-vis the community: to the idea of people working out their own solutions and to the belief that the community possessed the potential resources needed for that purpose. It envisualized its own role as that of catalyst and facilitator, helping the community to define its needs, establish its priorities, develop its own responses, and implement its own programmes. We considered this approach to be both a means and an end: for in working out their own solutions people develop the self-confidence, the skills, the faith in themselves and their community which are pre-conditions for the viable, autonomous community life which we hoped to help bring into being. Yet this approach has its own built-in dilemmas: those segments of the community welcoming it - the middle-class, educated sector -least needed our assistance in the first place; to the others, the less educated more traditional groups, accustomed to the directive and authoritarian patterns of the religious community and of the traditional society it was both incomprehensible and threatening - and interpreted as weakness, lack of direction and lack of knowledge on our part. Aware of the need for direction and leadership, their own potential untried and undeveloped, they in effect said to us "tell us what to do". For us this meant modifying our initial approach and assuming a more clearly defined, directive role. If autonomy and self-functioning were indeed to be achieved, it would be through gradual growth and guidance, through a deliberate nurturing on our part. We have found this approach to be effective, if not always easy to implement, since no less important than guiding is the awareness of when not to guide, and no formulas exist for the right balance.

The role of the local project staff- the para-professional counsellors and liason people-is of utmost value here,- for it is they who serve as role models for the community at large, as examplars of growth into self-confidence and self-reliance. It comes of course as no surprise that the most active and vocal supporters of the project - who, when political opposition to the project threatened its continued existence, defended it and were prepared to organize themselves to lobby and demonstrate in its name - were those who had actively participated in this process.

Up to this point, in refering to the community we have meant the actual community members, those participating in the various sub-projects: parents and teachers in the schools and their chosen representatives, mothers in the neighbourhoods, as well as local people trained and employed by the project. However, intervention in the community has meant ongoing interaction with its two major elites: the political leadership, both that in power and that in opposition, and the professional elite: functionaries, heads of municipal departments, representatives of various institutions influential in the town. Even though the main thrust of our activities is towards the community itself, as defined above, these latter two groups can ill be ignored.

The professionals

The professionals and functionaries are important to a community development project for a number of reasons: they are a source of information and contact with the community, and their opinions carry weight both with the members of the community at large and with the political elite; they control resources at the operational level; their contribution, both to planning and implementation of project activities can be significant, if they feel that cooperation is in their interest, their opinions valued, and their own activities and reputations enhanced. If they consider themselves to be slighted or threatened, their negative influence can be devastating. The involvement of functionaries and professionals in project planning from the beginning, and our on-going efforts to coordinate activities where relevant, to consult with and to inform, assured us on the whole of the support of this group - even throughout periods when our continued existance was threatened and support of the project was not regarded favourably by the political establishment.

The dynamics of this relationship become more apparent when one considers those instances where we came up against scepticism or opposition - usually when a new incumbent appeared on the scene, or when we too long neglected a relationship. With rare exceptions, the investment of time devoted to explaining, asking for advice and consulting, or even directly soliciting support paid off. No less important is the role we have begun to play in the community in the eyes of the professionals and functionaries: more and more it is they who approach us in order to coordinate efforts or assist with a problem: health services refer families to our programmes, social workers approach us to work with problem families, AMIGUR invites us to participate in discussing facilities for the aged and brings VIPs to visit the neighbourhood centre, etc.

The politicians - part I

In a small town, especially one in which a high percentage of the population is dependent in one form or another on the political establishment for employment, patronage, intervention with government agencies, etc., the political elite, especially the incumbent holders of local office, cannot be ignored or circumvented. The choice for any institution or body seeking to establish itself in the community is either to achieve legitimation - or face opposition. Since our aim was community development and not social action, gaining the legitimation of the political establishment was a pre-condition to our functioning in and with the community, and our very first step in Ofakim was in this direction. The project was proposed to the Local Council as a joint venture. Within the parameters defining the scope and focus of project activity as approved by the Bernard van Leer Foundation, and in line with the basic propositions which were to guide the project:

a. that education can serve as a focus for the promotion of community development;
b. that the fullest development of a child's potential can be achieved through the integration of all the aspect's of it's world - family, school, peer-group and community - into a goal-directed whole;
c. That education can serve as major vehicle for the promotion of social change and community development when welded to an integrated community programme, the project was to be planned and implemented jointly by the Institute for Education and Community Development and the Local Council.

The Local Council Executive with whom we met in November 1977 received the proposal warmly, and a joint planning committee was chosen in which both representatives of the professional and the political elites participated. This committee laid down the guidelines for the first stage of project activity, proposing to concentrate activities in the Eli Cohen neighbourhood (at that time, inhabited by many multi-problem families), to develop a neighbourhood-based outreach programme, and to focus on parent involvement and the development of school-home links in the two schools attended by most of the children in the neighbourhood. At this stage, the schools' head-masters were co-opted to the planning committee, and a detailed work-plan prepared and presented to the Local Council Executive, which approved the plan and agreed to allocate IL 300.000.-- for project activities in the fiscal year beginning in April 1978. An executive committee composed of the heads of the Education Department and the Welfare Department, the director of the community centre, the two school head-masters, and two representatives of the community was appointed by the mayor, and April 1 designated as the official date for launching project activities.

The project's local executive committee continued to meet throughout the spring and summer of 1978 - in effect, until the municipal elections in November 1978 - and was actively involved in the planning of additional programmes to be initiated during the next school-year (1978-1979) - the Kindergarten Teachers' Workshop in Parent Involvement, the Programme for the Advancement of Education and Family Welfare (today known as EMRA) and the training of a group of para-professional counsellors to work in the project.

Throughout this period a relationship based on mutual respect and trust developed and it seemed that the Local Council and the professionals who worked together with us were committed to the project. The mayor himself forged the link between the project and the Educational Welfare Project, and together with the project director approached the Ministry of Education for additional funding and AMIGUR to provide an appropriate place for a neighbourhood centre in the Eli Cohen District. His reluctance to bring the agreement which had been reached with the Institute for Education and Community Development before the full Local Council for ratification he explained as wanting to avoid a confrontation with the opposition, which might torpedo the project.

As he put it, "if there is ever a change in administration, if they want to abide by the agreement, a formal agreement will be superfluous; if not, they will find ways of breaking it". With the exception of one member of the NRP leadership, David Shachar, who as the 'éminence grise' of the opposition was invited to join the project planning committee, no discussions were held with that sector of the political elite which was out of power. In retrospect, this was almost our undoing.

The politicians - part II

The November elections for mayor and Local Council brought to power the prior opposition, the NRP, and installed its 'enfant terrible' Avraham Revivo as mayor. The next three to four months were a period of interregnum, a time of uncertainty when all municipal affairs came to a virtual standstill. Unsure of what policies the new administration would pursue, who would be fired, who would be hired, everyone feared to commit themselves (Mr. Revivo assumed office only in January, and even then was slow to reveal his cards). The project's local executive committee met shortly after the elections ... and decided that since it had been appointed by the prior administration, its decisions were no longer valid unless it received a mandate to continue. It became a matter of urgency to establish relations with the new incumbents and solicit their cooperation, and the mayor's first day in his new office found us waiting to be received. We explained the project's aims, its achievements to date, its future plans, organizational structure, etc., - and expressed our fervid hope that our relationship with the new administration would not be lacking in cordiality and cooperation. The mayor agreed to present diplomas to the graduate of our first course for para-professionals and bestow his blessing, and delegated his deputy, Moshe Dahan, to act as liason between the Local Council and the Institute for Education and Community Development. This left the small matter of a formal agreement between the Local Council and the Institute for Education and Community Development, and the appointment of a new executive committee, to be concluded. The next half-year found us engaged in protracted negotiations between the executive committee of the Institute and the deputy mayor and treasurer of Ofakim who had been assigned to this task.

Everytime we managed to reach an agreement with the latter two, the mayor (who did not participate in these sessions) vetoed it; letters from the director of the Regional College remained unanswered. The culmination of this peculiar relationship was the mayor's refusal to receive Dr. Wood of the Bernard van Leer Foundation when he visited Ofakim that summer. Nonetheless, throughout this period, work proceeded, financial obligations undertaken by the prior administration were honoured, para-professional counsellors trained by the project were hired, and work on the neighbourhood centre in the Eli Cohen neighbourhood proceeded. Although our relationship with the political establishment became attenuated and there no longer was a body of local people officially responsible for planning and sharing responsibility for the project with us, we continued to consult and work together with the professionals as the need arose, and found them on the whole as cordial as ever. On the other hand, our relations with the Educational Welfare Project and through it, the Ministry of Education's inspectorate, flourished as our joint activities began to bear fruit. The project was officially represented on the steering committee of the Educational Welfare Project, and in effect was considered an 'educational area' in its own right, alongside the primary schools, high schools, etc., figuring prominently in the plan for the following school year. It was the Educational Welfare Project which saved the day when we found ourselves in August 1979, on the eve of the new school year, still without an agreement with the Local Council. An interim agreement for one year (1979-1980) was concluded and signed by the mayor, according to which the project would be responsible to the steering committee of the Educational Welfare Project (on which Local Council representatives, the directors of relevant municipal departments, etc. share power with representatives of the Ministry of Education's inspectorate); the Local Council's financial allocation to the project would consist of our share of the Educational Welfare Project's budget, rental and upkeep of the two neighbourhood centres which were to be opened, office space and telephone. With the signing of this agreement, relations with the deputy mayor, our liason, became once more more cordial, and he himself played an active role in selecting candidates for the new course for para-professionals, presenting diplomas at the end of the course and so forth.

It seemed that obstacles had been overcome, and that it was only a matter of time before a more permanent agreement would be effected. Our first disillusionment came in January 1980. It is the practice of the Ministry of Education's regional office for the southern region to spend a day yearly inspecting outstanding educational achievements in the development towns under its jurisdiction; the full component of the region's inspectors participate in this tour, afterwards summarizing their observations in discussion with the local community's representatives. Project Education and Community was chosen to present its programme to this assembly, together with a tour of the newly-opened neighbourhood centre in Eli Cohen, and a sampling of activities with mothers in kindergartens. In honour of the occasion, a special booklet was printed. The visit was a great success, and comments were almost without exception favourable. When the time came for summing-up, the mayor requested to say a few words and proceeded to attack the project, its staff and its director - incidentally announcing that he had no intention of renewing the agreement with the Institute for Education and Community Development. The ferocity of this attack came as a surprise to all.

Some weeks later, at a meeting of the Educational Welfare Project's steering committee devoted to discussion of the allocation of resources in the coming year, the mayor repeated his attack, once more announcing that he wanted the relationship with the Institute, and with it, the existance of the project terminated. The chairman of the steering committee, the inspector for religious primary schools, challenged him, announcing that as long as there was no official decision of the Local Council to that effect, the steering committee would regard the project as it did any other sector of the educational framework and proceed to allocate it funds. Shortly after this episode, the deputy mayor, Moshe Dahan, informed us that he intended to familiarize himself with the project in all its details - and if he personally concluded that the project was of value to the community, he would do his utmost to seek support for its continuation. Having satisfied himself (after devoting considerable time to the endeavour) that the project was indeed worth continuing, he undertook to raise the question of the project's future before the Local Council.

In February 1980, the director of the Bernard van Leer Foundation, Dr. Welling, visited the Ofakim project, and at his request met with the Mayor and his deputy. At this meeting, the mayor once again attacked the project and its director and attempted to circumvent the Institute for Education and Community Development and establish a direct link with the Foundation,with the hope of attaining funds for his own purposes and under his direct control. Dr. Welling's rejection of this move did little to endear the project in the mayor's eyes; however, an agreement was reached that the Local Council would prepare it's proposals regarding the directions it would want future activity to take, and these would be discussed on the occasion of Dr. Welling's next visit at the end of May 1981,with the intent of bringing the project more in line with the expectations and desires of the Council. Moshe Dahan was charged with preparing the proposal.

In the meantime, contact continued with Moshe Dahan regarding the urgent need to raise the question of the project's continuation before the Local Council, in view of the fact that the project was approaching the end of its three-year grant, and would have to submit a proposal for funding an additional three-year period to the Foundation. Finally, an agreement was concluded between the deputy mayor and the project director, to prepare a joint proposal which would be submitted to both the Local Council and to Dr. Welling on the occasion of his next visit. Such a document was indeed prepared - and to the surprise of both parties, agreement was reached without difficulty on most points. However, delay followed delay, and the proposal was finally placed on the agenda of the Local Council for its meeting on May 25, only to be once again postponed, as a result of "more urgent matters on the agenda". Nonetheless, the situation seemed hopeful: In mid April, the Labour Alignment concluded a coalition agreement with the NRP; one of the conditions of the agreement gave the Alignment control of education, and the post of 'assistant to the Mayor' was created for Moshe Dahan, with the prior deputy mayor, Yossi Marziano, returning to his post. We made it our business to solicit the support of the four Labour Alignment members of the Local Council who were now also members of the Local Council's executive, and awaited the Council's decision.

However once again things began to go wrong, Mr. Revivo having begged off the meeting with Dr. Welling on June 6, a meeting with the Deputy Mayors was scheduled. On the morning of the 6th, Moshe Dahan's secretary informed us that he was unavailable, and five minutes later, Yossi Marziano's secretary did the same. Confronting Yossi Marziano, we got the story: the Mayor had ordered them not to meet with Dr. Welling. Made aware of the implications of refusing to meet a distinguished guest, Yossi Marziano recanted, and appeared at the meeting. In the face of Mr. Revivo's revived opposition, Moshe Dahan retreated from his position of support. We decided to make a last, final effort to save the project. The next nerve-racking month was devoted to soliciting support from all quarters: influential individuals who might be able to exert pressure on the mayor, such as the Minister of Education, the head of the Knesset Education Committee, the director or the regional department of the Ministry of Education; the Alignment members of the Local Council, parents and teachers, (some of whome were involved at the time in another struggle to counter the mayor's harassment of the secular school principals) and finally, that 'eminance grise' of the NRP, who had participated in the original project planning sessions, David Shacher, who now headed the Religious Council. In all probability it is he who turned the tide. When Perla Schneider of the Educational Welfare Project approached him on Friday, the 4th of July, to present the case for supporting the project, he told her that she came as a sign from heaven - since the following day the project was scheduled for discussion at the NRP caucus. At the end of a two hour discussion, he assured her of his support. As we later found out, at the party caucus Mr. Revivo found himself alone in his opposition to the project. At the next meeting of the Local Council Executive, the decision was taken to continue cooperation with the Institute for Education and Community Development in the development of the joint Education and Community Project in Ofakim. The project was to be run by an independent association, a third of whose founding members would be representatives of the Local Council, a third,members of the Institute, and a third, representatives of the Community Centre (itself an independent association). The establishment of an independent association would facilitate the employment of project staff, an issue which had become more and more problematic since the Municipality was forced to cut back staff and prevented from hiring new people (as part of an overall policy applying to all government agencies).

A committee of members of both coalition parties was charged with familiarizing itself with the project and bringing its recommendations before the Local Council. After a number of meetings with the project staff and a thorough tour of project activities, the committee returned to the Council with favourable impressions; Moshe Dahan and Yossi Marziano were instructed to meet with the project director and prepare a draft proposal of laws and by-laws for the association which was to be established. At the moment, this draft proposal awaits final approval of the Local Council.

To this day we are hard put to explain the vociferous opposition of the Mayor to the project; though once we believed it to be based on religious or political considerations, given the support the project enjoys from members of his own party, both in and outside Ofakim, this would seem to be an erroneous assumption. More likely, the explanation is psychological or socio-psychological, and as such, beyond the scope or focus of this report. Whether these difficulties could have been avoided or not, remains a moot point; there is no lack of stories of well-meant initiatives which ran aground in other locations under similar circumstances. The one fact which however stands out clearly is that the project survived primarily because there were enough people who cared that it should survive.

C. PROJECT OBJECTIVES: IMPLEMENTATION, ASSESSMENT AND RE-DEFINITION AS AN ON-GOING PROCESS

Returning to the original project proposal three years later, we are almost surprised to realize how well we have been served by the original design. The overall project aim - the development of a comprehensive, integrated programme of community development and educational practice, has served as our lodestar throughout, in the light of which we have weighed each new endeavour and evaluated each achievement. No less so this is true of the propositions we set out to illustrate:

a. that education can serve as a focus for the promotion of community development;
b. that the fullest development of a child's human potential can be achieved through the integration of all the aspect's of his world - family, school, peer-group and community - into an interactive, goal - directed whole;
c. that education can best serve as a major vehicle for the promotion of social change when it is welded to a community programme integrating all change agents.

Although it would be presumptuous to assert at this point that we have achieved these aims, we believe that we can state that each progression in the development of project activities has brought us closer to their realization. The operational objectives set forth in the original plan have on the whole also proved themselves as viable, and continue to serve as guide-lines for project planning and implementation. Some modifications - in those instances where the objectives proved to be inappropriate to the prevailing conditions - were made early on, during the project's first year. From there on the process became more one of refining and re-defining the original objectives in operational terms. Unaccounted for originally were of course those developments which fall under the heading of serendipity. At the completion of each year we weighed our achievements against both the original goals and the specific objectives we had set ourselves for each area of activity and for the project as a whole for that year, and on the basis of that assessment determined our operational objectives for the next stage.

These assessments were faithfully reported in the various Progress Reports and Work-plans, but it might be worth-while to return to them once again, if only to emphasize the continuity and orderly progression of project implementation and realization of objectives. (The one dimension in which our planning and our objectives were unaligned with reality was that of time. We totally underestimated how long the actual initiation of sub-projects would take, and the amount of time, energy, and nerves which would be consumed by dealings with inefficient bureaucracy, endless negotiations and unsubstantiated promises in every area over which we did not exert total control).

In the following pages we outline the results of this process of planning, implementation, assessment, and re-formulation of operational objectives throughout the three-year life span of the project.

I A. OVERALL PROJECT OBJECTIVES OUTLINED IN PROJECT PROPOSAL (1977)

1. Development of a parent education programme to:
    a. stimulate parental awareness of child's needs and importance of active parental involvement;
    b. provide parents with necessary skills and knowledge for more effective functioning;
    c. enhance parents' self-image.
2. Development of programme of parent-teacher interaction in order to:
    a. improve parent-teacher, school-community relations;
    b. improve teachers' and parents' functioning as educators and enrich their contribution to child's development.
3. Development of a training programme, providing:
    a. in-service training and guidance for teachers to improve classroom practice and methods;
    b. in-service training and guidance for community-workers of various agencies in community;
    c. training of para-professionals in education and community work in order to decrease dependence on outside resources and enhance community's capacity for effective response to own needs.
4. Development of coordinated programme of informal educational and recreational activities serving the needs of various groups in community, increasingly self-functioning with outsiders in support roles.

I B. ASSESSMENT OF INITIAL IMPLEMENTATION OF OBJECTIVES: YEAR I (1977-1978)

1. Planning of specific parent-education programmes:
    * home-intervention programme for mothers of infants and toddlers;
    * 2 neighbourhood centres for parents and children, providing resources and guidance, discussion and activity groups;
    * 'school for parents' in 2 primary schools.
2. Initial attempts at:
    * organizing workshops for teachers in preparation for work with parents;
    * meetings with parents' representatives to discuss and plan joint parent-teacher, school-community activities;
    * planning of teacher-parent liason teams;
    * organization of first joint parent-teacher activities and meetings (Givah school).
3. Initial attempts leading to:
    a. conclusion that except for pre-school, this objective was not viable, due to pressures of educational establishment on teachers;
    b. conclusion that this objective was unrealistic and undesirable in view of said agencies' own programmes;
    c. organization of first course for para-professional educational counsellors in the autumn of 1978.
4. The scope of this objective was narrowed down to neighbourhood-based activities (exclusive of youth and general recreational activities, dealt with by other agencies).

I A. OVERALL PROJECT OBJECTIVES OUTLINED IN PROJECT PROPOSAL (1977)	I B. ASSESSMENT OF INITIAL IMPLEMENTATION OF OBJECTIVES: YEAR I (1977-1978)
5. Development of an integrated network of community services; organization of viable autonomous community structures serving the needs of the community and utilizing skills and experience acquired by community members in cooperative endeavours in the field of education.	5. First steps in direction of developing an interlocking network of educational-community activities; at this point still in planning stage.
6. The formulation of a theory of community structure and development based on the concept that the community is an organic, integrated unit.	6. Development of theoretical frame of reference for analytical and planning purposes; development of intervention strategy.

II A. OVERALL PROJECT OBJECTIVES FOR YEAR II: RE-FORMULATION OF INITIAL OBJECTIVES IN LIGHT OF ASSESSMENT OF IMPLEMENTATION DURING YEAR I	II B. ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES: YEAR II (1978-1979)
1. Focus on education as prime catalyst for community development by: a. enhancing and expanding the role of the educational institutions, redefining parent-teacher, community-school relationships, and creating frameworks for mutual interaction and involvement, and sharing of responsibility; b. utilizing existing facilities and resources of educational institutions for community purposes; c. developing community-based facilities and programmes for early-childhood education; d. encouraging greater awareness of potential educative role of family and community among educators (via workshops etc.) and parents, via activation in schools, and by helping them acquire skills via discussion groups, workshops, guided activities with children.	1. On the whole considerable progress was made towards the realization of these objectives: a. in the schools: joint parent-teacher activities and celebrations, joint parent-teacher planning committee ('Givah' school); initial projects with parents in the kindergartens; teachers teaching parents in 'school for parents', etc.; b. 'school for parents' in 'Givah' and 'Yeshurun'; c. The 'Programme for the Advancement of Education and Welfare in the Family' (now (EMRA); training of para-professional counsellors to staff programmes: (further community-based activities await facilities-neighbourhood centre sites not yet available) d. Kindergarten Teachers' Workshop in Parent Involvement; very partial success in schools; successful implementation of home-intervention programme (1c).
2. Cooperation and coordination with various services and organizations involved in education and community development, to prevent duplication, overlap and competition, and to develop unified, goal-directed programmes responsive to community needs.	2. Excellent coordination with local Education Department and Ministry of Education; cooperation with health services (local pediatric staff, regional office of Ministry of Health) in planning joint activities, with initial implementation in play-corners in clinic staffed by para-professionals; coordination with Community Centre, Amigur, Dept. of Welfare of neighbourhood-based community activities; dissemination of project concepts in 2 workshops for staff and representatives of abovementioned organizations.
3. Integration of sub-projects into network of interaction and involvement, with neighbourhood family centre in the Eli Cohen and Ben-Gurion neighbourhoods as hubs of community network.	3. Very partial, due to delay in opening of neighbourhood centres. Integration at conceptual and planning level (preparation of operational plans for neighbourhood centres),

III A. OVERALL PROJECT OBJECTIVES FOR YEAR III (Part 1)

Project objectives as set forth for Year II proved themselves well-suited to the needs of the community and the developmental potential of the project, and were not significantly modified. It was agreed that the project should concentrate on consolidating and reinforcing activities which had proved viable, and on the integragion of sub-projects into a net-work, with a view towards eventual expansion of project activities geographically and functionally.

III B. ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES - YEAR III (Part I)

(numbers match those in section II A - objectives year II)

1. The project's focus at this point was clearly educational; however, with the initiation of activities in the neighbourhood community centres and expansion of the parent-education programme based on the pediatric clinics, the community-education link and the 'payoff' of these activities in terms of community development became progressively more pronounced and evident:

   a. in the schools: effective continuation of parent-teacher interaction and activities, under leadership of a very active parent committee, with joint sub-committees for specific purposes (Givah); instead of parent-teacher liason team, parent liason person in each school. Failure,despite concerted efforts,to implement parent involvement at class level; in 'Givah' : parent-teacher weekend seminar.
   in the kindergartens: extensive programme of parent-involvement activities, varying from kindergarten to kindergarten;

   b. 'school for parents' continues in 'Yeshurun' ; moribund in 'Givah' .

   c. second course for para-professional counsellors; continuation of EMRA home-intervention programme, with new component of group meetings, and expansion to new areas; curriculum development; programmes for parents, children in neighbourhood centres; expansion of play-corners in clinics; courses in preparation for parenthood for new parents-to-be;

   d. continuation of Kindergarten Teachers' Work-shop; short lived and abortive attempt to develop curriculum materials with 1st and 2nd grade teachers for community and family studies, and attempt to organize parent-workshops (didactic games, etc.) at class level ('Givah'); workshops and discussion groups in neighbourhood centres.

This is continuation from page 38 (IIIB. ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES - YEAR III - (Part I)

3.

Considerable progress:

a. *programme content*: all project programmes are shaped according to the project's basic orientation: holistic, non-directive and participative, committed to developing both children's and adults' intrinsic abilities, self-confidence and self-reliance inter-active and oriented towards the group and the community, cooperative rather than competitive. The project is developing a common curriculum for its various early-childhood programmes, modular in structure, and adaptable to varied settings and groups of participants. The various programmes are thus mutually reinforcing by dint of similar content, aims and methods.

b. *cross-reference index of participants*:

precise records of children's and adults' participation in various project activities are recorded and cross-indexed; each neighbourhood centre has a complete listing by block of neighbourhood families with children in the relevant age-range, with pertinent demographic data. This system permits the monitoring of both extent and continuity of participation in various programmes, and identification of problems,interests, etc. The para-professional staff of the neighbourhood centres is responsible for out-reach to the neighbourhood families, encouraging them to participate in activities and to assume responsibilities. Close cooperation with the AMIGUR neighbourhood organizer, the public health and pediatric nurses, and the social workers attached to the neighbourhoods facilitated this process; nurses and social workers also suggested to their clients' participation in programmes relevant to their needs.

c. *out-reach*: as described above

d. *interchange of staff:* the para-professional counsellors attached to the various programmes (EMRA, clinics, centres) from time to time assisted in other programmes; kindergarten teachers assisted in running activities for children in the centres, or brought groups of mothers and children to the centres for special activities; nurses and social workers lead discussion groups.

e. *multi-purpose function of neighbourhood centres*:

the centres served as the base for EMRA parents' group meetings, kindergarten teachers' workshops, courses in'Preparation for Parenthood' for potential parents, as well as the centres' own programmes for neighbourhood residents. One of the parents' groups from the "Yeshurun" school's "school for parents" met in the centre regularly; we have made the centres available to other community groups: meetings of kindergarten teachers, in-service training, neighbourhood committee in the Ben Gurion neighbourhood, etc.

d. *dissemination*: of information about various project programmes by project staff, on the bulletin boards of various services, etc.

III A. OVERALL PROJECT OBJECTIVES FOR YEAR II (Part 1)

OVERALL PROJECT OBJECTIVES FOR YEAR III (Part 2)

1. linkage: the increased interaction and interconnection between the various sub-projects and their participants, in order to create a neighbourhood based network or web, with the neighbourhood family centre serving as the hub of activities;
2. structure: the development of well-planned and structured programmes based on our increased understanding and knowledge of the capacities and aspirations of the community and geared to its needs while retaining maximal flexibility;
3. autonomy: wherever possible, sharing and relegating responsibility to project participants and indigenous project staff; concomitantly, increased emphasis on training of local leadership cadres in the realm of community education.

III B. ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES - YEAR III (PartI)

2. Continuation of coordination and cooperation with agencies listed in II B (with attenuation of cooperation with Community Centre); extension of contact and cooperation with personnel of community-orientated programmes in other parts of country-exchange of ideas, materials; close cooperation with Educational Welfare Project; meetings with Ben-Gurion neighbourhood committee to coordinate; regular meetings with pediatric staff.

ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES-YEAR III (Part 2)

1. linkage: (see preceding section, Part 1
2. structure: we have already mentioned the development of an early-childhood curriculum adaptable to various settings and programmes. We are also in the process of developing an enrichment programme for kindergarten and grades 1 and 2 (the 'clients' of our afternoon activities in the centre), with emphasis on the creative, social and emotional development of the child. Additional structured programmes developed include toy-making, preparation for parenthood, courses for parents in child-rearing.
3. autonomy: with the view in mind of the ultimate weaning of the project from Foundation support and Institute direction, increasing emphasis is being placed on sharing and relegating responsibility and training of local leadership. The thrust towards autonomy is at three levels:

III A. OVERALL OBJECTIVES FOR YEAR II (Part 2)

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4. coordination of activities with other
c community-based institutions and
services.

III B. ASSESSMENT OF IMPLEMENTATION OF OBJECTIVES - YEAR III (Part 2)

3. a. administrative-organizational: the institutionalization of the project so as to create an administrative-organizational structure leading to autonomous community control and assuring the project's continuity. Given the political realities of Ofakim, this means ultimately the passing of control into the hands of the official establishment. We trust that the establishment of an autonomous association in which representatives of the Local Council and the Community Centre will be jointly responsible for the project after our participation is terminated will provide a viable answer.

b. professional-organizational: increasing delegation of responsibility for project planning and implementation to professionals who are local residents, and project implementation to para-professionals trained by the project. On-going in-service training and refresher courses as well as experience, enable the para-professional with the potential which we look for in initial selection to assume increasing responsibilities.

c. participant-organizational: participation in planning and implementation of programmes by groups of parents, neighbourhood organizations, etc.; organization of steering-committees of neighbourhood residents to help plan centre activities; parents' committees in kindergartens and schools; cooperation with other agencies in organizing block committees and neighbourhood committees.

Considerable progress is being made towards increased community autonomy at each of the three levels discussed above. Regarding level 'a' - negotiations for the establishment of such an association are in their final stages; level 'b': 2 of the 4 senior staff positions are now filled by local residents. The project employs 13 para-professionals trained by the project, and 2 professionals (kindergarten teachers) who are all local residents. One of the latter is responsible for the supervision of parent involvement projects in the kindergartens; two of the most experienced of the para-professionals are responsible for the organization and administration of the neighbourhood centres and liason with the neighbourhood residents. Parents' committees are active in planning and implementing activities in the 'Givah' school and in a small number of kindergartens.

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4. coordination: as pointed out earlier, a high degree of functional coordination and cooperation with relevant agencies exists; as yet, no central coordinating body.

D. ORGANIZATION, STRATEGY AND METHODS

In the original project proposal we envisualized three interacting project components: a project field-team, a research and evaluation team, and a training facility. As the project progressed from theoretical projection to reality, the boundaries between these components became increasingly blurred; similarly, modifications had to be introduced into the original strategy.

The project field team, to be composed of professionals, para-professionals and volunteers recruited from the development town, kibbutz and academic milieus, was to number 5-6 members, each responsible for a specific direction of pilot-project planning and development. Planning and development of specific projects was viewed as a dynamic and flexible process, with actual project activity to be shaped by local needs and conditions and planned in cooperation with representatives of the community and of community institutions, with the team drawing on experience gained in projects in Israel and elsewhere. The field-team was charged with establishing contact and engaging the cooperation of key people and representatives of the various statutory agencies in the community, setting up a 'community coalition' composed of project director, field-team, and community representatives. This community coalition was to diagnose the community's needs and define immediate objectives for projects. The field-team was to function primarily as catalyst, facilitator, and reservoir of knowledge and skills, not imposing ready-made solutions.

In practice, it proved impractical to recruit a team of specialists before it became clear what specific directions the project would take. It fell to the project director to establish the initial contacts with the above mentioned community representatives, and to initiate the process of diagnosis of needs, definition of objectives and planning of specific pilot projects. The role assigned originally to the field-team was at this stage filled by the members of the executive committee of the Institute and members of the research-evaluation team.

Only after the plans for the first pilot projects had been drawn up did recruitment of professionals to direct the projects and train para-professionals begin, and even then, at a more modest pace than originally anticipated. Only during the third year, when most of the planned subprojects had become fully operational, was the project finally staffed by a full component of professionals responsible for project direction and development.

Towards the end of the first year, the project executive committee which had been appointed by the mayor became defunct (for political reasons discussed earlier). Planning, development and project operations became the sole responsibility of the field-team, with the research-evaluation team providing feed-back and advice. Without the'community coalition', or for that matter any accredited representative of the political or professional establishment, it now became doubly important to find ways of involving the community. However, before this was possible, it was necessary to initiate concrete activities for, whatever the socio-psychological reasons, people were wary of and impatient with abstract concepts, and both unwilling and unable to conceptualize anything beyond the here- and now. The beginnings of actual project activities enabled us to involve people at the grass-roots level in planning; however even then we had to modify our initial commitment to a non-directive methodology. Lack of directiveness tended to be interpreted as lack of direction or knowledge, and resulted in a lack of confidence in the project team. Faced with pressures to "tell us what to do" and "tell us how to do it", we adopted a middle road, trying as far as possible to present options and alternatives, but also offering our own recommendations and proposals. As para-professionals and participants in project activity gained confidence and experience it became easier for them to form and express opinions, enabling us to adopt a more passive, non-directive stance.

Staff training and in-service training were originally to have been the responsibility of the Negev Regional College. However, training, and particularly in-service training, were so closely linked to the realities and needs of project operations that we found it advisable to conduct courses and training sessions in Ofakim with the project's professional team directly responsible for planning and implementation of the training programme. Increasingly, the project is utilizing its own staff for training in situ.

Evaluation was throughout an integral part of project development; the evaluation team developed an evaluation strategy and specific evaluation programmes for each sub-project. The evaluation team provided the project with on-going feedback and also participated in the overall project planning. During the project's third year, as project programmes became more structured, a systematic attempt was made to introduce more formalized reporting and assessment procedures, which facilitated formative project evaluation and subsequently more effective planning. Less progress was made in the direction of theory building. Though considerable time was spent, especially in the first year of the project, in clarifying and refining the conceptual assumptions of the project regarding community structure and dynamics and intervention strategies, and despite the apparent soundness of the project's theoretical assumptions when tested in the crucible of project implementation, systematic validation of these assumptions is a task as yet before us.Needless to say, we are as yet at some remove from the formulation of a theory of integrated community development and education. However, it is hoped that as the project enters its second phase, progress will be made in this direction. The systematically recorded and monitored development of the Ofakim project, and the concomitant accumulated experience in the field, coupled with the extension of project activities into new and different community settings permitting comparison, should facilitate this process, as should two other recent developments: the development of an Israeli van Leer project network, and cooperation in the areas of planning, theory and evaluation with the Hubert Humphery Centre for Social Ecology of the Ben Gurion University of the Negev.

E. FUNDING

It was hoped that the project would succeed in soliciting the financial participation of municipal, government and independent agencies in funding project costs. In addition to the Bernard van Leer Foundation, four organizations contributed funds, or their equivalent in kind:

1. The United Kibbutz Federation - salary of Project Director
2. The Educational Welfare Project of the Ministry of Education - contribution to salaries of para-professional and professional staff.
3. The Ofakim municipality - office and centre rental and upkeep, insurance, telephone, some salaries and equipment.
4. AMIGUR (Jewish Agency Housing Authority) - renovation of Eli Cohen Centre.

The following table shows the contributions to project funding in percentages:

YEAR	BERNARD VAN LEER FOUNDATION	UNITED KIBBUTZ FEDERATION	EDUCATIONAL WELFARE PROJECT	MUNICIPALITY OF OFAKIM	AMIGUR
77-8	63%	36%	-	1%	-
78-9	33%	9%	16%	16%	26%
79-80	72%	7%	18%	3%	-

The first year of the project was in effect a preparatory year; expenditures consisted primarily of the director's salary, vehicle purchase and running expenses, and general administrative costs. In the second year, AMIGUR renovated the flats which were adapted for use as neighbourhood centres; the municipality contributed IL 300.000.-- which had been budgeted in the original agreement with the Local Council. The third year reflects the effects of drastic cutbacks in government funding allocated to municipalities (Ofakim has almost no local taxation, and is dependent on government funding for some 90% of its budget); one of the outcomes of these cutbacks was that the Welfare Departments promise to pay some of the para-professional worker's salaries could not be made good.

APPENDIX A: PROJECT EDUCATION AND COMMUNITY DEVELOPMENT EVALUATION OF THREE YEARS OF ACTIVITY (1977-1980)

Parallel to the establishment of the project's planning and operations team, a team was selected to evaluate the project's activities and achievements. Project evaluation began after the first year of operations, with the initiation of project activities in the Ofakim community. Evaluation was postponed for several reasons. The main one emanates from the specific nature of the project under consideration: the main goals and the secondary objectives of the project were initially defined by the planning team and later re-affirmed in negotiations with the community's central representative body, the local council, as well as with other institutions, such as schools.

As part of the evaluation of the three-year period under consideration, we feel that it is important also to examine the ways in which goals and objectives were defined, since these ways are part of the project's guiding concept: namely the participation of the local population in the choice of activities and the definition of objectives. We already touched on this issue in the interim report and will return to it in this present evaluation.

The manner in which we chose to present the outcomes of community activities was determined when preparing the project's evaluation plan.(1)

The evaluation strategy, described elsewhere (2) and presented herein in summary form, was chosen to fit the project's characteristics.

(1) Work-Plan and Objectives for the second year of Project Operations (Sept. 1978 - Aug. 1979) - Appendix C.

(2) Work-Plan and Objectives for the third year of Project Operations (Sept. 1979 - Aug. 1980).

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The present report includes:

a. Presentation of the evaluation plan and the project's main goals and objectives.
b. A short discussion of the methods of evaluation and their adaption to the various events in the project.
c. Summary of each sub-project, according to outcomes as related to specific sub-project objectives and overall project goals.
d. Summary of the outcomes of the entire project, consisting of:

    1. evaluation of the sub-project's contributions
    2. evaluation of the project's contribution to the community.

In the introduction to each of the sub-project evaluations and to the overall project evaluation we present the objectives, the methodology, the criteria and the tools of evaluation. The results of the evaluation will be examined in light of the objectives and the criteria relative to them.

It should be mentioned here that the present evaluation covers the period from the beginning of 1977 to August 1980. Moreover, since the sub-projects did not begin operations at the same time, the evaluated periods are not of equal duration. Whenever evaluating one or more sub-projects, we will state the period of evaluation under consideration. Since the project itself continued beyond August 1980, the overall project evaluation does not constitute the final summative project evaluation.

I. THE EVALUATION PLAN AND THE PROJECT'S MAIN GOALS

The overall goal of the project was defined as follows: "Developing the self-functioning of the community and of segments within it (decreasing dependency) by means of the formal and informal education systems". Later on in this report we shall deal in greater detail with this goal and means of evaluating it. At this stage, the important point is the fact that the project's overall goal served as a point of departure for the choice of sub-project activities and their implementation in the community, and thus it also dictates the direction of the various sub-projects' evaluation. Each project will be evaluated in terms of its specific objectives and in terms of its contribution to the implementation of the overall project goals.

The project's evaluation plan had to meet two conditions:

1. to conform with the accepted demands of an orderly evalution scheme
2. to fit the specific contents of the project and its parts.

These two conditions are sometimes in contradiction with each other. Due to the conditions under which the actual evaluation was done, we did not adhere too strictly to the precise implementation of specific evaluation methods. We gave preferance to actual project implementation over questions of methodology when these two were in conflict. We mainly opted for post-facto evaluation methods which enabled us to take into consideration the changes which took place in the various sub-projects during the course of their activities. No sharp separation was effected between the evaluation team and the planning and operation team. The evaluation team participated in planning and implementation.

There was a certain advantage in this approach. It enabled us to conduct ongoing formative evaluation which was fed back to the project's directive team and to the teams of the various sub-projects.

For the purpose of the project's evaluation, we prepared an overall evaluation scheme which determined the rules for the evaluation of each of the sub-projects as a separate unit of activity and for the project as a whole, according to its goals.

II. THE EVALUATION PLAN

The relative complexity of the project (3) led us to prepare a general evaluation scheme, which it is hoped, will be useful for two purposes:

1. to evaluate each sub-project as though it were an independent entity
2. to evaluate the whole project in relation to its main goal.

In this way we are able to evaluate each sub-project in accordance with its specific objectives and in relation to the goals of the project as a whole.

In figure I, we present a strategy for evaluation of the project. The categories of dimension B follow the theoretical scheme presented by Ran Hermesh in Work - Plan for Year II . (4) The evaluation strategy is based on the work of various researches in the field (eg. Scriven, 1967.) (5)

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(3) Project Integrated Education and Community Development. Ofakim, Israel, Progress Report No. 2, 1977-1978.

(4) Project Integrated Education and Community Development. Work-Plan and Objectives for the Second Year of Project Operations, (Sept. 1978- Aug. 1979.) Appendix B.

(5) Scriven, M.: "The Methodology of Evaluation " in Robert Z. Stake (ed. Curriculum Education AERA Monograph Series on Evaluation, no.1, Chicago Rand Mc Nally 1967.

As stated above, this strategy is utilized by us as a framework for the evaluation of the project Specific evaluation plans for each sub-project were prepare in accordance with respective contents, utilizing different evaluation techniques such as pre-tests and post-tests, ex-post facto, etc., in accordance with the specific characteristics of sub-project activity. (See: Campbell, Stanly, 1963) (6) However, even when we set up an evaluation plan for a certain sub-project, we included elements from our general evaluation strategy. This was done in order to insure, as far as possible, overall evaluation of the entire project, In other words, each sub-project was evaluated according to criteria relevant to its specific content as well as by other criteria common to all of the sub-projects.

A few words regarding the range of the evaluation: here we distinguish between what may be called the various "clients" of the project. Although, the community is in effect the main client of the project, we actually dealt with various types of organizations within the community, such as schools, kindergartens, neighbourhood groups and the like. The evaluation range is to be considered as an analytic dimension. Our interest in individual people is here limited to specific leaders of the community. Likewise, we included governmental bodies such as the Ministry of Education and Culture or the Ministry of Work and Welfare, since they form an integral part of the life of the Ofakim community. In terms of the project's objectives the attitude of these institutions towards the project is of great significance. We have also included the staff of the project in our evaluation scheme. Its influence on the project is obvious and requires no further explanation.

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(6) Campbell, Donald. Experimental and Quasi-Experimental Design for Research, Rand Mc Nally and Company, Chicago Ill.

Figure 1. Evaluation Strategy for Project-Education and Community Development

Dimension A: Evaluation Variables	Short-term Outcomes	Long-term Outcomes
Dimension B: Evaluation Range:	Formative / Summative	Formative / Summative
The Community		
Organizations		
Group		
Individual		
Government agencies		
The Project team		

Formative and Summative Evaluation are two types of evaluating procedures; the first is used for evaluating processes; the second to evaluate final outcomes. The distinction between short-term and long-term outcomes was added. It seemed to us that in the evaluation of projects it is necessary to distinguish between outcomes having short or long-term implication. For example, the satisfaction of those participating in the project may increase group cohesion, although from viewpoint of overall project aims the internal cohesion of project participants is merely a means to an end and not an end in itself. Long-term and short-term outcomes do not correspond with the concepts of formative and summative evaluation, although there seems to be a certain resemblance between the former and the latter. Formative evaluation as we understand it, deals with the interpretation of the procedures and the means used in the project, while summative evaluation deals with the summation of project outcomes. In our opinion it is possible to correlate the short-term and long-term outcomes with formative and summative evaluation.

From hereon we will concern ourselves with the evaluation of specific sub-projects, in the following order:

1. the community - school sub-project
2. the EMRA home-intervention sub-project
3. the kindergarten teachers' sub-project
4. the clinic play-corner sub-project

1. THE COMMUNITY - SCHOOL SUB - PROJECT (evaluation period 1978-1980).

Two primary schools, one religious (Yeshurun) and one secular (Ha Givah) were selected as models for experimental school-community interaction. These schools were chosen by the steering committee of the project, in which the local partners (representatives of the local council etc.) played an active and significant role. The schools' headmasters participated in the planning and implementation of this sub-project from its start. The following table summarizes this sub-project's aims, means and criteria.

Table 1: COMMUNITY - SCHOOL SUB - PROJECT.

AIMS	MEANS *	CRITERIA
1. Developing and stimulating inter-action between school and community: a) Increasing teachers' involvement in the community b) Increasing parents involvement in school	1. Professional guidance for teachers	1. Content and scope of activity
	2. Professional guidance for parents	2. Continuity of activity
	3. Developing study programmes for parents	The rate of parents' participation.
	4. Developing study programmes for children.	4. Rate and level of teachers' participation
	5. Developing and encouraging parent-teacher-pupil inter-action	5. Parents' and teachers' support
	6. Liason between school-parents-pupils: selection of a liason person and developing of the liason function	6. Establishment of new functions in the school
		7. Organic changes in the school
		8. Changes in relations between school and other institutions within the community

* Note: Since means are discussed at length in the various project reports, we feel that there is no need to elaborate further herein.

In this evaluation we do not follow the order in which criteria are listed. Criteria 1 and 2 are dealt with at the end of the evaluation. We begin with criteria 6, 7 and 8.

(6) Establishment of new functions in the school [+]: In order to improve the relations between the school and the pupils' parents, as well as to encourage the latter to play an active role in the school, a liason role was created, filled by a teacher and a parent. The liason persons' salaries were financed by the local council, the Educational Welfare Project of the Ministry of Education and by the project. After a short while we found the role did not answer the expectations of the school and the parents. Reasons given were:

1. Expectations and duties were not clearly defined.
2. The role incumbents were not always suitable.
3. The nature and purpose of the role were not sufficiently clear and there was a lack of parent and/or school support. [++]
4. Headmasters regarded the role as marginal (which affected their choice of teachers chosen as role incumbents).

The role and its significance was perceived differently in the 2 schools (Hagivah and Yeshurun) but in both cases the role was not institutionalized and after a period of time it was decided to eliminate it.

Approximately a year after the school sub-project began (the summer of 1978) the two school headmasters were interviewed. In that interview we used a questionnaire which we called 'Questionnaire for evaluating activity in organizations', composed of open questions, by means of which we tried to examine the following issues:

[+] Information on this issue was obtained in interviews conducted by a member of the project's team. The findings from these interviews fromed the basis for discussions devoted to formative evaluation of project activities held in May 1979.

[++] It should be noticed that the teachers attitude towards the role was positive (see table 4). It seems that the failure of this role (expressed in it eventual abandonment) resulted mainly the inadequacies of the role incumbents and the manner in which they implemented their role; e.g. a miscarried operation

1. The scope of project activity in the school based on the number of activities and the rate of participation by parents and teachers.
2. The project's contribution to school, directly and indirectly.

The answers received indicated a lack of enthusiasm regarding the liason role. From the headmasters' point of view the creation of this role had not contributed meaningfully to the school.

(7) Organic changes in school: The community-school sub-project effected no significant organic changes in the schools such as: changes in administrative style, changes in curriculum etc. On the other hand, it significantly affected parents' activity in the schools, for example by encouraging parents to participate in the organization of school activities (parties, excursions) or in parent-teacher meetings. The "School for Parents", which was established with the concerted effort and support of the project, did not result in significant changes in the schools and was unable to sustain itself in the long-run.

(8) Changes in relations between school and other institutions in the community: here too, no substantial and sustained changes were found to have been effected. The school did not become a more influential factor in the life of the community or come to influence the behaviour of the other institutions in the community.

It should be noted here that the changes we wish to evaluate are in the direction of greater involvement and influence of the schools within and on the community, this being in keeping with the project's main goal. Such changes do not occur over a short period of time. Recurrent interviews with school head-masters and others reinforce these conclusions.

(3) Rate of parent participation: The rate of parents' participation in school activities increased during the project's first year in school. Parallelly, there was an increase in the rate of parents' active participation in the planning and organization of activities. The Hagivah school parents' committee (no such committee existed in Yeshurun) was very active but its activism did not extend beyond ad-hoc activities.

(4) Rate of teachers' participation: The teachers participation in the community-school project activities reached, in one case, up to 50% out of all that school's teachers. (See Questionnaire for Teachers, table no.). Guidance for teachers,in order to help them to improve relations with parents and to activate parents-groups meetings under the direction of a social psychologist, continued for a short period only, mainly because of the teachers' unwillingness to participate. There are several objective reasons for the teachers'low rate of participation, such as residence outside Ofakim,and subjective ones, such as dissatisfaction with the project's activity in the school. It should be mentioned that at the beginning the teachers were willing to cooperate with the project but this diminished after a while. Evidently, the reasons for the teachers low rate of participation originate in the project itself. It would appear that the planning and implementation of activities aimed at the teachers was at fault. Compared to the teachers, the school head-masters were much more willing to take part and more active. In fact, the entire activity was based on their support and involvement, which eventually became a disadvantage. The active support which the project received from the head-masters and from a small number of teachers was inadequate for the establishment of a framework of on-going activity with the teachers and this, most probably, was the main weak point of the community-school sub-project. In order to achieve the specific goals of this sub-project (see table 1) it was essential to gain the teachers' initial cooperation.

These conclusions are borne out by the findings related to criterion 5, dealt with in the next section.

(5) Parents' and teachers' support: The teachers attitudes summarized in table no. 2, were expressed in the questionnaire administered to them in May 1979. This questionnaire was distributed after the project had been active for some time in the school. The conclusions which can be drawn from the answers to the questionnaire are that there is a gap between the teachers' perceptions of the existant and the desirable reality. They had a low estimate of the existing situation as regards the subject under discussion but a high estimate as to the desired situation. Altogether, they divide into pessimists and optimists when evaluating the project's chance for success.

Table 2: Teachers' Responses in the Hagivah and Yeshurun schools +
(May1979) (N = 23)

CONTENT	REACTIONS		
	NEGATIVE	INTERMEDIATE	POSITIVE
Evaluation of teachers involvement in school	2	8	8
Evalution of the need for changes in the school	-	-	22
Personal readiness to participate in effecting the changes	2	-	20
Evaluation of the parents present involvement	15	3	4
Evaluation of parents involvement (as a desirable factor)	-	-	20
Evaluation of teachers'contribution to the parents' involvement	11	-	7
Evaluation of the project's chances for success in the school	10	3	8

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+ In presenting the findings, we concentrated the distribution of answers into 3 categories, as presented in the table. Wherever figures do not sum up to the total number of teachers (23), they were considered as "no comment".

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From the verbal answers received to this question[++], it would seem that their indecisiveness regarding the project's chances for success derives from their uncertainty regarding the parents' behaviour. In our opinion, their evaluation of "project's chances" expresses the teacher's direct experience in relation with parents. From here we conclude that the project has not succeeded so far in developing accepted processes for parent participation in the school, beyond what was already accepted before the project started and what continued to be accepted during the period of its activities.

The positive evaluation,from the project's point of view, of the desired state of affairs in the school, should not mislead us. When combining attitudes and behaviour, one should distinguish between inclinations expressed in attitudes and actual behaviour. As already stated in the previous paragraph, the rate of teachers' participation in project activities was not high (at least, during the period dealt in this chapter).

Information regarding the parents' support of the project (as distinguished from actual participation, which is a more effective measure in this instance) was elicited indirectly from the Hagivah parents' committee. The same questionnaire distributed to the teachers (May 1978) was administered to the members of the parents' committee. We were able to collect data only from the Hagivah parents' committee, since no parents' committee exists in Yeshurun. Data relevant to the topic under discussion is presented in table no. 3. The following data thus reflects the opinions of the Hagivah parents committee only.

[++] The questionnaire included 2 types of questions: closed and open. In the open questions the interviewees were asked to either explain or elaborate their answers. No distinction was made between the Hagivah an Yeshurun teachers, (although the two groups differ from each other), since the total number of teachers questioned precluded such a division.

Table 3: Hagivah Parents' Committee Responses (N = 9)

QUESTION	REACTIONS NEGATIVE[+]	 INTERMEDIATE	 POSITIVE
Evaluation of parents' involvement in school (at present)	2	4	2
Evaluation of the need for changes in the school	-	-	9
Personal readiness to participate in effecting changes	1	-	8
Chances for the project's success in school	2	-	7

[+] See note (+) in table no 2.

Generally speaking the Hagivah parents' committee was found to have a positive attitude towards the project and towards parents involvement in school. Further evidence of the parents committee support emerged from a meeting held between the parents committee and the project's evaluation staff. That meeting confirmed the questionnaire's findings, namely that the Hagivah parents committee strongly supported the project and especially those activities initiated or encourated by the project. But here too, support of what was considered to be the desired state of affairs was not matched by an equal level of actual participation.

(1,2) Contents and scope of activity, continuity of activity. The content of project activities in the school was planned and implemented by the project's staff, the school head-masters and teachers, and to some degree parents. From this point of view, the criterion is directly and positively aligned with the sub-project aims (as well as to the project's main goal, as will be shown later on). The activities initiated by the project or in whose planning the project participated, included professional guidance for teachers, a school for parents, parents participation in organizing school parties and trips and attempts to involve parents in teaching. The project's activities in schools also included the initiation of the parent-school liason role. For a while it seemed that the sub-project was succeeding in establishing its status in schools and that it would be possible to establish frame-works for sustained parent-and teacher activities. What emerges, however, is that activities were sustained for a relatively brief period,the liason role was cancelled and the school for parents did not become institutionalized and continued for a comparatively short period.

A year later (May 1980) we rechecked the teachers attitudes towards the sub-project. The findings of this evaluation appear in table no. 4. The findings indicate some improvement in the direction of a more positive evaluation of various aspects of the project. However, since we interviewed only 12 teachers from both schools (out of a total of 33 teachers) one should regard these findings with some reservation. It is possible that the group interviewed included teachers whose rate of participation in project activities was higher than that of those who were not interviewed. Nevertheless, it seems to us that the teachers' reactions provide relevant indications as to the evaluation of the project in the schools.

Table 4: Teachers' Reactions, Hagivah and Yeshurun schools: second interview (May 1980) (N = 12)

QUESTION	REACTIONS NEGATIVE+	INTERMEDIATE	POSITIVE
Evaluation of project initiatives/assistance in practice	1	4	4
Evaluation of teachers willingness to participate	2	6	3
Evaluation of project in the school	1	4	6
Influence of project on:			
Parents' attitude towards school	2	3	5
Teachers' attitude towards parents	3	2	7
Relations between teachers	5	3	2
Level of teaching in school	6	3	2
Curriculum	8	1	2
Social activities	3	2	6
Interviewee's attitude towards school	2	3	6
Evaluation of the liason role	-	3	8
Evaluation of project's value for the school	-	1	9

+ See note (+) to table No. 2.

The Hagivah parents committee was not interviewed again, but as previously stated, the evaluation team met with them personally to discuss and evaluate the project. The findings which were presented earlier on are to a certain extent still valid.

More than 80% of the interviewed teachers were reported as participating in the project's activities, such as the school for parents, joint outings with parents, continuing education etc. We assume that the distribution of the answers listed in the table reflect the attitudes of those teachers who were, in one way or the other, active in the project's activities. Compared with the attitudes reported in table no. 2, it would appear there has been a change for the better as regards evaluation of parents' involvement, as well as teachers'attitudes towards parents. No positive change can be seen with regards to teachers involvement, although there was a relatively high rate of participation among the present interviewees. In addition we found that the interviewees distinguish between the project's different contributions to the school: The project's aims with regards to parents involvement by means of social activities, not included in the formal school curriculum (see table no. 1), were identified and positively evaluated by the teachers. In general, the project and its contribution to school were positively evaluated.

Summary:

The evaluation findings and particularly the attitudes of Hagivah school teachers and parents committee do not correlate positively with the community-school sub-project's effectiveness in the schools.

By the time this evaluation was concluded, activities in the schools had decreased considerably, consequently, it would seem best to summarize this subproject in terms of its aims and in terms of our findings which do not necessarily relate directly to these aims.

The sub-project did not succeed in stimulating and developing school and community interaction in any significant way beyond what was already accepted. It also did not succeed in increasing the teachers' involvement in the community.

On the other hand, it did succeed, to a certain and perhaps even significant extent in increasing the parents' involvement in the schools. It did not have an equal effect on all parents and it might be that the project's activities activated those parents who were already pre-disposed in that direction. In summary we may say that the project had a positive effect as regards the implementation of its aim of increased parent-school interaction. Moreover, teachers as well displayed greater awareness and willingness in regard to the issues the project was trying to promote. In actuality, the parents' and teachers' willingness produced only a partial and temporary response. At a certain point, it looked as if the sub-project was succeeding in establishing goal-directed activities in the school such as parent-school liason, schools for parents and other activities for parents and teachers, but as we in effect discovered, the period of time during which significant activity occured was not long. Neither the teachers nor the parents can be blamed for the failure. Both groups were willing to cooperate and even external agencies such as the Ministry of Education and its agents displayed some readiness to help the sub-project. Various measures indicated that the project was positively evaluated and it would appear that most of the relevant elements had a more or less positive attitude, towards the project.

Two key factors would seem to be responsible for the community-school sub-project's lack of success in the long run; the project's staff itself and the local council's attitude towards the community-school project. We shall not comment on the latter factor at this point. Lack of experience and an unequal division of effort were among the factors impeding successful implementation of this sub-project. No in-depth activities were conducted with the teachers (although there was an attempt to create work-groups of teachers) nor with parents. In fact, the project's activities in the schools were a form of additional services provided by the schools and not what they should have been, namely, activities initiated and developed by the teachers and parents themselves. It also seems that the attempt to operate within the frame-work of the school at large was from the start unworkable. At a certain stage of the activity there was indeed an attempt to concentrate on parent-teacher cooperation at the class-room level, but by that time, activity in the schools was already at considerably lower level than at the beginning.

2. THE EMRA HOME-INTERVENTION SUB-PROJECT (SUMMER 1977-1980)

The EMRA sub-project originated as a compromise between the local demand made by representatives of the Local Council to allocate part of the project's resources towards ameliorating the conditions of those families who were considered the weakest group in the community, economically and socially speaking, and the project's guiding principle of not becoming involved in welfare activities and case-work.

Eventually it was decided+ that the project will involve itself with these families but that this involvement would be according to the project's principles. This led to the development of the home-intervention programme, originally called the Programme for the Advancement of Education and Welfare in the family, and eventually the EMRA programme.

The following table sets forth the project's aims, means and criteria for evaluation.

+ See Progress Report No 2, Year I (Oct. 1977-Aug. 1978)

Table 5: The EMRA sub-project.

AIMS	MEANS	CRITERIA
1. Institutionalization of the counsellor role	1. Fostering the development of a team of local counsellors (para-professionals)	1. Institutionalization of the counsellor's role, establishment of: a) norms, b) integration of the role with other roles.
2. Improving the mother's functioning in relation to her children	2. Organized meetings of counsellors with mothers and their children (Age 0-3)	2. Level of counsellor's functioning a) Supervisors'evaluation b) Evaluation of the counsellors' influence on the mothers' functioning.
3. Integration of the mother in community activity outside the home		3. Level of mother's functioning with regard to: a) her children b) other members of the family c) Environment outside the family
4. Developing a curriculum for the implementation of aims 1,2 and 3		4. Efficacy of curriculum from the point of view of: a) Contents and method b) Ability of instructor to use the curriculum c) Ability of mother to use curriculum

Evaluation of the EMRA programme calls for a rather elaborate set of measures relating to the various criteria. For reasons that cannot be gone into herein, we were unable to meet the demands imposed by the criteria.

Moreover, the pre - and post -facto method of evaluation is the most efficient, especially for evaluation of the mother's functioning. This sub-project began its activities before we were equipped with evaluation instruments. Therefore, we settled for post-facto evaluation, being aware of its limitations.

1. INSTITUTIONALIZATION OF THE COUNSELLOR ROLE.

a) Determination of operational norms.

b) Integration with other roles within the community. There are two aspects to the institutionalization of the counsellor role. On one hand it is one of entire project's aims to involve the local population in the project's activities concerned with the improvement of the community's functioning; on the other hand, the counsellor role serves as means towards achieving aims no. 2 and 3. We shall herein deal only with the above-mentioned criterion and attempt later on to evaluate the inter-relations between the criteria, in relation to the project's aims.

During the almost two years (since the autumn 1978) in which the counsellors have been working, some changes have been effected in the role's definition - ie, in the role's behavioural norms. These changes were deliberately effected and are the result of a process of learning and drawing conclusions. The sub-project team had defined the expectations from the role in terms of the project's aims, ie; "improving the mother's functioning."

At the beginning we also took into consideration the expectations of those representatives of the local population who participated in the process of selecting candidates for the first training course in October 1978. During the course and after its completion certain changes were made in the role definition. The second and third training course were planned on the basis of the experience accumulated. The establishment of training courses, the development of a system of on-going in service training and supervision, monitoring and evaluation by the programme's supervisors of the counsellors' activities indicate the establishment of frame-works for continuous and structured supervisor-counsellor interaction: in other words - a process of institutionalization was taking place.

Certain other dimensions which we shall discuss further on, are still lacking in order for us to be able to determine the "intensity of institutionalization".

Two training courses for para-professional counsellors were conducted during the two years under discussion. 32 women participated in these courses of whom 22 began work. By the end of the period under discussion, 18 of these were still working in the project. No single factor was found explaining the causes for leaving.

From the report of the sub-project supervisors, we conclude that:

1. the relatively low level of institutionalization influenced the readiness of some of the participants to continue with their jobs, as well as
2. lack of individual suitability for the role and
3. the fact that some of the counsellors were unable to fit their committments as mothers to the hours the work called for.

One way of examining the level of role institutionalization was through the role-incumbents themselves. For this purpose we asked the counsellors to fill out a questionnaire comprised of a battery of questions related to the counsellor's attitude towards her role. This questionnaire was administered twice; the first time upon completion of the training course, the second time, about a year and a half later. Findings are shown in table no. 6.

Table 6: Counsellors' Perception of their Role.

CONTENT	1st PRESENTATION (Jan.'79) (N = 13)	2nd PRESENTATION (June '80) (N = 11)
Clarity of role	4.4	4.3
Perception of ability to fill role	4.3	- ++
Need for assistance in filling role	2.7	2.4
Perception of difficulties in functioning	2.8	- ++
Perception of importance of role	4.9	4.9
Interest in the role	5.0	4.8
Understanding of aims	4.6	– ++
Perception of ability to help families	4.1	4.0
Evaluation of the programme's chances for success	4.2	4.0

+ Range of possible answers to each question from 1 (low) to 5 (high)

++ These questions were not asked the 2nd time

The group of instructors to whom the questionnaire was administered the first time was also given a self-image and alienation (anomie) test. The average rating on the self-image test was 19 (40 was the lowest and 10 the highest possible score). This test revealed a relatively low level of alienation.

On the basis of the present data, it would seem the para-professional counsellors finishing the first training course had internalized the role to a high degree, were self-confident, and had a good self-image.

This picture, after a year and a half, remains unchanged. We are however aware of methodological imperfections, resulting from the fact that:

1) Only those counsellors who continues to work participate in the second administration , and
2) we also included those counsellors who began working later, after completion of the second course (see below).

In other words, the two groups are not identical in terms of their composition. Nevertheless, we may definitely say that the perception of the counsellor role and of the project aims remained relatively high. As we already pointed out, these factors in themselves were insufficient for assuring continuity in work. The rate of the instructors' withdrawal is an indication of the low level of institutionalization of the counsellor role during the period under discussion.

The subject herein discussed (criterion no.1 - institutionalization of the counsellor role) also concerns itself with the degree to which the counselling role has become integrated with other roles. What we refer to, is the possibility of integrating the role within a set of roles concerned with a common area - ie., the set of roles in the community concerned with the improvement of the condition of weak families. From the point of view of the project, the degree to which the role created by the project is accepted by the community, or more accurately, by the statutory authorities concerned with this area, thus assuring its continuation independent of the project, is one of key concern.

For our purposes, we devided the topic of role integration into two parts:

1. Integration with the project's other sub-projects
2. Integration with related roles in the community.

The integration of the para-professionals in other sub-projects began as an ad-hoc solution to the problem of employing some of the para-professional consellors. There were some counsellors personally unsuited for the home-visiting role and the need arose to transfer them to another area of activity, where they would be able to make use of their acquired skills and knowledge.

With the opening of the neighbourhood centres and the clinic play-corner sub-projects, a need for staff arose which was met in a more or less organized fashion from within the ranks of counsellors trained by the project. Councellors were integrated in the various sub-projects according to the needs of the project and processes for placement and supervision and guidance were developed.

While the project had a quite considerable control over this aspect of integration, the integration with other roles in the community was more difficult and at the time of this evaluation far from achieving any marked success. Inter-relations with other roles, such as the community workers of the local council, were not regulated. On the other hand, the para-professionals were supported by the Ministry of Education's Educational Welfare Project and recognized as employees by the Municipality.

2. COUNSELLORS' LEVEL OF FUNCTIONING: a. Supervisors' evaluation

The EMRA counsellors work was monitored from the beginning of the programme from two main aspects:

1. The manner in which the counsellor performs her job.
2. The influence of the counsellor on the mother's functioning.

The monitoring showed that the level of performance was influenced by the instructor's capabilities and skills, occasionally it was necessary to terminate a counsellor's employment or she left of her own will. The initial obscureness of the role, probably caused by the fact that the role was defined and organized during the operation itself, also influenced the level of performance. This caused difficulties for some of the counsellors who either left the job or were transfered to another job.

Since standards for evaluation of the counsellors level of performance were defined only at a later stage in the period under consideration, we have to settle for a generalized but nonetheless significant evaluation. Those counsellors who did continue their work, fulfilled the role's many expectations and reached a comparatively satisfactory level of performance. Nonetheless, the problem of the counsellor's level of performance is considerably dependent on the institutionalization of the role, and this eventually will determine its successful integration.

The second aspect refers to the counsellors' influence on the mother's functioning. The data relevant to this question was derived from the following sources:

1. Initial Home-visit Reports, filled out by the instructor after her first meeting with the mother.
2. Regular home-visit reports - including descriptions of activity, evaluation of the mothers' cooperation and involvement.
3. Evaluation forms - appropriate to the child's age, filled out by the counsellor every 3 months.
4. Periodic summary reports - based on the questions in the initial home-visit report,

the main purpose of which is assessing the programmes' influence on the family over a period of time. In addition to the above mentioned sources, this evaluation is also based on the summary reports written by the EMRA sub-project supervisor. The following is a quote from the EMRA programme supervisor's report:

" The counsellor, by dint of the fact that she is a para-professional and a local resident sharing the mothers' background and education and often speaking their language, is viewed by the mothers as someone whom they can approach directly with their problems and doubts, without the anxiety which often accompanies their visits to professionals such as psychologists, doctors, etc.. This direct contact between the counsellor and the mother is the best basis for providing good advice, information and new ideas which intimidate the mothers[+] ."

This summary, though generalized, indicates that para-professional counsellor has indeed become an efficient means for the implementation of the EMRA programme .

[+] Written by Shoshana Safarzada in the EMRA summary report.

To what extend the programme's goals were achieved will be discussed in the following section.

(3) THE MOTHER'S LEVEL OF FUNCTIONING:

Working contacts had been established during the period under consideration with 149 families. In the last year of activity during this period, 55 mothers participated, that is an average of 50 mothers per year. The criteria for the mother's level of functioning included 3 components: in relation to her child, the other member of the family and the environment outside the family. Only at late stages of the programme were valid and reliable evaluation instruments developed (which at this time have not yet been introduced) mainly for the purpose of evaluating the first two components.

In the present evaluation we shall use the descriptive presentation of the findings, as they appeared in the summary report of the programme's supervisor. Subsequent interviews with the programme's supervisors show that the above-mentioned description indeed reflects the reality in a quite reliable way.

1. Mother's functioning in relation to her child - from the evaluation forms (see above) of the child's development, we deduced that the "children are exposed to many different stimuli to which they would not have been exposed if they were not participating in the programme." The mother expands the child's range of stimulation with the help of the activities in which she is guided by the counsellor. The group of mothers cooperated with the counsellors to different degrees, with resulting variation in their behavior towards their children. Generally, it seems that the programme achieved two main effects:
    a) Change in the mother's attitude towards child and his needs, expressed in changed patterns of mother child interaction .
    b) Improvement of the mother's self-image as a result of her satisfying her personal needs for social relations, sympathetic and encouraging support and strengthening of her self-estimation.
2. Functioning in relation to other members of the family - no data was available.
3. Relations with the environment outside the family - The starting point for the evaluation of this aspect is the assumption -

which was substantiated - that the mothers selected for this programme have little contact with the environment outside the family. The integration of the mother in her environment was effected through group meetings of mothers in the programme,and later, through the neighbourhood centres initiated by the project. Of the observed mothers, 50% participated in more than half of the group meetings. We have no data at this point regarding their participation in neighbourhood centre activities, except for a general estimation that mothers participating in EMRA tend to visit the centres and to take part in centre activities, which are intended for the mother and her child.

Allthough this section cannot be summarized in greater detail than the preceding one, it would however appear that the programme was quite successful in improving the mother's functioning in relation to her child. We are unable to isolate the mother's influence from that of the counsellor and we lack data as regards the influence of the programme on rest of the family. Yet it appears that the connection counsellor - mother-child is a fruitful one.

(4) EFFICACY OF CURRICULUM:

During the years of EMRA operation, we endeavored to create a curriculum for the project, taking into consideration the fact that the curriculum is to be used both by the counsellor and the mothers without special difficulties. Since the programme underwent an extended period of experimentation with tools and content, we were unable to evaluate the curriculum. There is no doubt that the crystallization and routinization of the EMRA programme demands the development of contents which can be used both by the counsellor and by the mother.

We can state in this evaluation report that the subject of curriculum was not neglected but did not reach the point of crystallization and controlled trial.

SUMMARY OF THE EMRA PROGRAMME:

The EMRA programme had 4 stated goals. Thus this summary should answer the question to what extend these goals were met. This evaluation deals with the direct results, from the aspect of the sub-project's goal. The contribution of this sub-project to the whole project will be evaluated later on.

1. The institutionalization of the counsellor role was partially achieved, mainly from the point of view of the relation between the counsellors expectations, and those of the role's "creators," i.e. the project's supervisory staff. However as we have seen previously, this institutionalization did not prevent a turnover of counsellors. From the community's point of view, we cannot as yet determine whether the role has gained official recognition or if it has come to be viewed as integral of community functions and roles.

   All the above is true for the period under discussion.

2. Improvement of the mother's functioning - The findings in this field shows a certain degree of achievement. It appears that there are some changes in the mother's behaviour towards her child according to the sub-project criteria. The evaluations (not quantifiable) of the counsellors' work made by the supervisory staff, were positive, and indicate an increase in the mother's awareness of her child and its needs, in her readiness to foster development of the child's ability and accept on-going guidance.

3. Mothers' integration in activities outside the home - A majority of the mothers indeed needed more contact with the environment outside the family framework. Although EMRA activities concentrated mostly on the mother-child interaction, an attempt, which was relatively successful, was made to take the mother out of the limited family framework and help her join with other mothers in the form of guided group activity and activities in the neighbourhood centres.

THE KINDERGARTEN - TEACHERS SUB-PROJECT.

This sub-project which was aimed at the teachers in all of the Ofakim kindergartens, was based on one of the key concepts of the entire project involvement of parents in their children's education. The goals of the sub-project, the means and the criteria are presented in table no 7.

Table 7: Kindergarten-Teachers Sub-Project.

GOALS	MEANS	CRITERIA
1. Developing and strengthening the link between the kindergarten and the parents	1. Counselling/professional Guidance in: a. Series of group meetings b. Regular professional counselling for the kindergarten teacher .	1. Participation of kindergarten teachers in meetings, in terms of a. Continuity b. Content of meetings
2. Increasing parents' involvement in the kindergarten	2. Initiatiation of meetings with parents	2. Outcomes in terms of: a. Activity in kindergartens b. Initiatiation of activity with parents.
3. Improving the kindergarten teachers ability to initiate and maintain activities in the kindergarten together with the parents		3. Interaction with parents within: a. The framework of the kindergarten's activities b. Individual meetings c. Group meetings

1. Participation of kindergarten teachers in meetings in terms of:

   a. continuity - the workshop for parents'involvement included seven meetings, twice a month. An average of 16 kindergarten teachers took part in each meeting (out of 23), which is a relatively high rate of participation and indicates a high degree of continuity.

   b. Contents of meetings - The programme concentrated on the workshop's main topic - the involvement of the parents in the kindergarten.

According to our estimation, the contents covered the topic well and helped the kindergarten teachers to understand and gain experience in dealing with issues central to the involvement of parents in kindergartens.

2. Outcomes in terms of:

   a. activity in kindergartens
   b. initiation of activity with parents.

Data relevant to this question was obtained from two sources; a questionnaire distributed to kindergarten teachers at the end of the 1979 school-year and again at the end of the 1980 school-year, and information gathered by the team responsible for this sub-project.

Table 8: Evaluation Questionnaire for Kindergarten Teachers 1979 (N = 11)

CONTENT OF QUESTION	CATEGORIES				
	1	2	3	4	5
Evaluation of Workshop:					
- Interest	-	-	1	9	1
- Importance of studied material	-	-	1	7	3
- Acquisition of new knowledge	-	7	-	4	-
- Attitude towards parents involvement in practice	-	-	-	1	10
- Changed attitude towards parents	2	5	-	-	4
- Contribution to work in kindergarten	-	2	-	2	7

1 = not at all

5 = very much

There were 23 kindergarten teachers involved in the activity; only 11 agreed to answer the questionnaire.

In addition to these questions, we also investigated the kindergarten teachers' attitude towards parents' involvement from the aspect of desired frequency and depth of parental involvement in the kindergarten's activities. The response to both of these was positive. On the average, contact with parents was desired, "at least once in a fortnight" and high parent involvement was considered to be desirable.

The data presented in table no. 8 confirm criterion no. 1b. It seems that the meetings indeed corresponded directly to the topic the workshops had chosen as a target: parent involvement in the kindergarten. On the other hand, little innovation was involved.

The questionnaire distributed amongst the kindergarten teachers dealt also with evaluation of the workshop's actual results. Ten out of the eleven kindergarten teachers interviewed at that time, reported that they had applied the material studied in their work in the kindergarten and action had been taken to involve parents in activities in their childrens' kindergarten. Verification of this data can be found in the report of this sub-project team.

A year later another questionnaire was presented to the kindergarten teachers, details of which are presented in table no 9.

Table 9: Evaluation Questionnaire for Kindergarten Teachers 1980 (N = 15)

CONTENT OF QUESTION +	CATEGORIES 1	2	3	4	5
Evaluation of the sub-project in terms of:					
- Parents attitude towards kindergarten	1	1	5	6	-
- Curriculum in kindergarten	5	2	4	-	-
- Interaction among kindergartens	5	3	2	1	-
- Upgrading of kindergarten teachers' skills	2	-	5	7	-

+ See note to table no. 8.
A total of 23 kindergarten teachers took part in this activity; only 15 agreed to answer the questionnaire (where figures do not add up to 15, the missing answers are counted as "no comment").

The two questionnaires differ one from the other in the style of the questionnaire and partially in terms of issues evaluated. Nevertheless, it is possible to evaluate what occurred during the period between the two measurements. Evidently, the workshop, which served as a means toward increased parent involvement, had considerable influence on the kindergarten teachers' actions with regard to involving parents in the kindergarten's activities. The main contribution of this sub-project was in the area of parent involvement. The second questionnaire also examined the level of activities in the kindergarten which were either initiated by the sub-project or supported by it. Almost all the kindergarten teachers reported that they were encouraged by the project to conduct joint parent-child activities. The average number of such activities, attributed to the project's initiative, (i.e. participation of the kindergarten teacher in the project) was 3. To lesser degree but nonetheless significant, the kindergarten teachers reported on activities which involved parents in the kindergarten and were inspired by their participation in the project. The project's influence on the kindergarten teachers is indirectly substantiated by the rate of participation of kindergarten teachers in the meetings: Ten kindergarten teachers participated in all or almost all of the meetings, 5 participated only in part.

3. Interaction with parents:

   a. within the framework of the kindergarten activities
   b. in individual meetings
   c. in group meetings.

As regards interaction with parents, we can already learn from the data presented in tables no. 8 and no. 9. Most of the interaction with parents took place in connection with the sub-heading (a) in the framework of the kindergarten. Activities reported included creative activities preparing didactic games, lectures, parties etc., and in this context as well the project's contribution to these activivies was emphasized. Meetings with individual parents and/or group meetings continued to take place according to existing patterns; however, the kindergarten teachers' awareness of the importance of these meetings has grown.

Summary

Activity in the kindergartens had not been granted the same degree of attention as the EMRA programme or the neighbourhood centres, as we shall see later. Nonetheless it appears that the evaluation of the programme in terms of its goals and the degree to which these were attained is positive. Moreover, the means used (see table no. 7) were effective, both content - wise and in their application within the kindergarten teachers' group. It should be noted that we are dealing with 23 kindergartens, the total number of kindergartens in the town. By means of an activity limited in scope, we were able to reach a potentially large group of parents - in effect, all the parents of that age group in the town. Even if not all the kindergartens were involved, the high percentage of kindergartens involved would indicate a considerable degree of success of the project.

THE NEIGHBOURHOOD CENTRE SUB - PROJECT
(1979 - 1980)

The evaluation of neighbourhood centre activities is confined to the Eli Cohen neighbourhood centre, since the Ben-Gurion neighbourhood centre was only inaugurated in the course of the project's last year (1980). Table no. 10 presents goals, means and criteria.

Table 10: The Neighbourhood Centre Sub-Project +

GOALS	MEANS	CRITERIA
1. Assisting parents to function more effectively as educators	1. Activities for parents and children	1. Rate of participation
2. Maintaining a centre with neighbourhood characteristics	2. Discussions groups	2. Range of participation according to distribution in the neighbourhood
3. Maintaining a centre for social activities in which parents are actively involved	3. Activities involving parents	3. Initiation of activities by local people
	4. Management of the centre by neighbourhood residents	4. Variety of activities involving parents and children
	5. Discussion of common problems and solutions.	

+ The evaluation of the neighbourhood centre was conducted by Eliot Green of the project's team. We evaluated certain aspects only, as was the case in other sub-projects also.

In addition to the goals, means and criteria established for the centre as a whole, up goals, means and criteria were set for individuals participating in the centre activities.

Table 10 (cont')

GOALS	MEANS	CRITERIA
1. Educational enrichment	1. Various structured and unstructured activities encouraging parent-child cooperation.	1. Rate of participation
2. Inter-personal interaction		2. Degree of self-initiated parent and child activity.
3. Creativity and innovation		3. Parents and children's initiatives.

The criteria listed in the first part of table no. 10 (related to the centre as a whole) are the same for all stated goals. In the second part, the evaluation refers to the individual participants and is presented here in brief.

For the actual evaluation, the following instruments were used: Parent and children attendance lists, which were filled out regularly (daily and weekly), reports of the centre's staff and observations of activities made on different occasions in the centre.

1. Rate of participation: the distribution of neighbourhood participants indicates that attendance was highest in the case of those living in proximity to the centre. The centre is known to most of the neighbourhood participants, although not all of them are aware of its contents and goals. The rate of childrens' participation in the centre's activities is much higher than that of the parents; whereas the center's goal is to bring parents to participate in activities with their children.
2. Initiation of activities by parents was not regularly evaluated. But according to reports the centre's staff, a group of active parents (mothers) did crystallize. The centre has a parents' committee which participates in planning and organizing activities.

3. The centre's programme included special activities for parents/mothers, such as discussion or activity groups and unstructured activities for children. The intent was for parents to participate in the children's activities, in games, story-telling etc., but this was not successful (at least during the period discussed). One of the reasons for this failure was that the counsellors had not yet found effective ways of involving parents.

   The effect of the programme on individuals was not evaluated at this stage (see table 10), for the reason that no adequate instruments had been prepared for this purpose. A crude evaluation would indicate that the centre activities indeed encourage enrichment, interaction and creativity, but as already stated, we cannot substantiate this in systematic fashon at present.

SUMMARY

Data provided by reports and observations indicate that the Eli Cohen centre was highly utilized by neighbourhood children, less so by their parents.

Children from 118 families attended at least once, while some 50 children regularly participated in afternoon activities. There is no doubt that a warm and enjoyable atmosphere was created in the centre. In addition, while impossible to measure objectively, subjective reports indicate that learning took place.

Parents from all but 22 of the families came to the centre at least once, but very few came with any regularity. In addition, young children, whose attendance required accompaniment by a parent, came less often. As a result the centre took on the image of a service rather than a participatory programme.

One problem which was observed, was the lack of any clear role for the mothers when they did attend afternoon activities. Those that attended rarely interacted with their children, prefering to sit at the side, talking among themselves. Little effort to involve them was observed.

Ten women formed a nucleus of a morning group for making toys while their children were attended to by the staff. In a few cases these women also attended afternoon activities. It was the opinion of the staff that the group answered a social as well as educational need for the women.

Discussion groups ("I, as a woman", problems in child-rearing, family-health) started late in the year, and suffered from poor attendance. Participants discussed and at times formulated their own solutions to problems. These groups were directed by community professionals. Reports of the groups' meetings were very brief, providing little information and making further evaluation impossible.

In summary it can be said that the centre was off to a good start, although there remains much room for improvement. The weakest area is that of parent involvement. Clarification of objectives and stricter reporting of activities should improve the quality of activities while at the same time facilitating evaluation.

Another sub-project which was not evaluated is the play-corner project in the clinics. Insufficient attention was paid to this matter during the period of project's activity and we lack definitive data on which to base any evaluation, other than a very general summary. Nevertheless, we shall use this general summary for purpose of assessing the overall project outcomes.

III PROJECT EDUCATION AND COMMUNITY - SUMMATIVE EVALUATION

The summative evaluation of the project is divided into three parts:

a) Evaluation of the process of the project's institutionalization
b) Evaluation of the sub-projects' contribution to the project as a whole
c) Evaluation of the evaluation.

At the beginning of each part we shall present a short explanation of the evaluated subject and its significance.

Table 11: Project Education and Community: overall goals, means, criteria

GOALS	MEANS	CRITERIA
1. Improving the self-functioning of the community and of its sectors (reduction of dependency)	1. Setting up a managing team of local people	1. Existance of a local managing team and its degree of involvement
1.1 Integrating/institutionalizing the project within the community	2. Setting up local operational teams	2. Recruitment of resources from the community
1.2 Developing patterns of coordination and cooperation with other organizations and projects in the community	3. Intervention in the formal and informal education system	3. Extent and degree of participation of people from the community
1.3 Changes in the educational system in the direction of community-orientated activity	4. Intervention in the neighbourhoods	4. Degree of support for the project and its goals by the community and groups in the community
	5. Initiation of projects for involvement of various groups in the community	5. Scope(areas) of the sub-projects
	6. Initiation of projects for parent-involvement in schools and kindergartens	6. Level of integration of sub-projects
		7. Integration with other organizations/projects.

The goals stipulated in table no. 11, as well as the criteria, were defined during the process of designing the project and negotiating with the community. In September 1980, a preliminary evalution was submitted in the form of a report entitled: "An Evaluation of the Preparatory and Initial Stages of the Project."

For present purposes, we present here table no.2 from that report, which summarizes the process of the project's development in its first stages. (See table no. 12). We have added, under the column "outcomes" a comprehensive evaluation of the anticipated results.

Table 12: Project Evaluation Plan according to objectives,procedures, expected results and outcomes.

OBJECTIVES	PROCEDURES	EXPECTED RESULTS	OUTCOMES
1. Conceptual development; determination of the project aims; organization of project team.	1. Group discussions; consulting experts for advice; recruiting team members.	1. Definition of main aim	++
		2. Secondary objectives	+
		3. Criteria	-
		4. Strategy for action in the community	++
2. Selection of partners from within the community; negotiations of an agreement for cooperation.	2. Identification of bases of power in Ofakim; discussions with people holding central positions.	1. Negotiations with the local council	+
		2. Obtaining approval for the idea of the project	+
		3. Obtaining an agreement regarding formal cooperation.	-
3. Establishing a joint work-team of local council and project team members.	3. Negotiations with the local council	1. Selecting of neighbourhood for pilot project activity.	++
4. Defining a joint plan of action together with school principals in the selected neighbourhood and active community members.	4. Meeting with school principals and active members of the community.	1. Preparation of a plan for a sub-project in the schools.	++
		2. Setting up a plan for training work-teams.	++

++ Fully achieved
+ Partially achieved
- Not achieved

The process of institutionalization part of this process was already reviewed in the previous report. Its continuation is summarized herein regard to two points: one, the agreement reached between the project and the community representatives (Local Council) as regards the joint administration of the project by the local people and the project's staff. Two,the legitimization of the project by the community or, more accurately, certain groups within the community.

During the last year of the project, negotiations began with representatives of the Local Council, regarding the establishment of a formal management framework which would include representatives of both the community and the project team. The purpose of this move was to initiate the process of "handing over" the project to the community. Up to the conclusion of the period under discussion, this goal was not reached. However, obvious steps were taken towards its realization such as preparation of a formal contract stipulating the arrangements for co-management of the project.

The second point examined was the extent to which the project was accepted and valued by selected groups in the community and mainly by those in direct contact with the project's activity, for instance, people holding important positions in the town and the various groups reviewed previously within the context of the sub-project evaluation. These interviewees received a questionnaire composed of two parts, one concerned with their evaluation of the sub-project they were directly involved in (see the first part of the present evaluation dealing with the sub-projects) and the other related to a general evaluation of the project and its influence on the community. The results of this evaluation can serve as an indication of the project's acceptance by the town and of the degree to which its goals were understood and considered desirable. Results are presented in table no. 13.

Table 13: Distribution of interviewees' attitudes towards the project. (N = 60)

QUESTION CONTENT +	CODE a				
	1	2	3	4	5
1. Level of familiarity with project	-	6	14	28	7
2. Participants in project ++	50	10			
3. Support of project's existence	-	2	4	27	24
5. Evaluation of project's contribution to Ofakim	-	3	4	27	13
6. Evaluation of project's contribution for Ofakim kindergartens	-	2	5	13	8
7. Evaluation of project's contribution for Ofakim schools	-	-	5	7	5
8. Evaluation of project's contribution for Eli Cohen district	-	-	3	17	21
9. Evaluation of project's contribution for the interviewee himself	7	5	8	17	14
10. Support of project's continuation +++	1	12	45		
16. Evaluation of Ofakim residents' ability to solve community's problems	-	1	16	29	11

Answer categories: 1 = very low; 5 = very high. Where the sum total of answers given does not add up to 60 (100%), the answer of the missing number was "don't know". ++ : two answer categories: 1 = positive; 2 = negative. +++: three answer categories: 1 = definitely not; 2 = yes under certain circumstances; 3 = definitely yes. a: "No answer category is excluded"

As regards the process of institutionalization of the project, we have examined, so far, 2 criteria; setting up a local managing team (1) and degree of community support (4). As regards first criterion, the anticipated results were not achieved, whereas in regard to the second one, we discovered a considerable degree of support , permitting positive summation of results. From here on, the other criteria are briefly summarized:

(2) Recruitment of resources from the community. Two kinds of resources are included under this heading: financial resources and human resources. Recruitment of financial resources was only partially carried out and was not especially successful with regard to recruitment of long-term financing, i.e. participation of the community - via its statutory organizations - in the financing of project activities in order to free it from outside financing (which is amongst others, a symtom of the community's dependency). As regards human resources, success was not measured in terms of success in recruiting the local people for organized activity in the diverse sub-projects. Here we can point to success but one should note that most of the sub-projects are as yet directed by staff hired by the project who are not local people.

(3) Extent and degree of participation of people from the community. This measurement applies to the number of people participating, namely, "how many" people from the community took part in the project, directly or indirectly, without reference to the depth of their participation and involvement.

The following roles were filled directly by the local people:

a. para-professional counsellors
b. liason functions in the schools and kindergarten
c. supervision and guidance (import).

Another form of direct participation was the organizing of sub-project activities in the schools (by teachers, parents' committees); in the kindergartens, (by parents and kindergarten teachers) and in the various neighbourhood centre activities, (by centre committees).

Altogether some 60-70 people directly participated. An estimated 500-600 people took part indirectly in the project, including participants in the centres and parents (through schools and kindergartens). Due to technical reasons, we cannot determine the "depth" of the participation nor the participants' behaviour as per neighbourhood or other demographic characteristics.

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In the following table (No. 14) we concentrated the average evaluation ratings. The questions' numbers fit the contents of the questions as in table no. 13.

Table 14: Comparison of average answers[+] to questions in Table 13 according to sub-categories of interviewees.

Question number	Sub - categories of interviewees				
	functionaries (N = 22)	kindergarten teachers (N = 16)	para-professional counsellors (N = 11)	teachers "Yeshurun" (N = 5)	teachers "Givah" (N = 6)
1.	3.9	3.3	3.8	3.4	3.0
3.	4.6	4.1	4.6	4.2	3.7
5.	4.1	4.3	4.6	3.5	3.8
6.	3.8	4.3	5.0	-	-
7.	4.0	-	3.5	4.0	3.8
8.	4.3	4.5	4.6	-	-
9.	3.0	3.8	4.6	3.0	3.3
10. ++	2.8	2.8	2.8	2.8	2.5
16.	2.9	3.0	2.9	2.3	3.0

[+] In computing the averages only answers according to one of the stated categories were counted; thus answers of "don't know", or omitted answers have not been included. Averages are specific to the individual question and the distribution of answers to it.

[++] The answers to this question were according to 3 categories only (see table B)

The small number of interviewees in each sub-category does not permit the use of significance tests in order to compare the groups. Nevertheless, there is sufficient data in this table to enable us to say that all the groups' average ratings were relatively high, with the exception of their evaluation of the ability of Ofakim people to solve the community's problems. (question no. 16). This response is especially interesting from the point of view of project evaluation. Apparently, the existance of the project within the community had not caused the inhabitants, or at least those interviewed here, to feel more confident of their own ability. As we shall see further on (table no. 15), some of the community's problems are not included in the project's frame of reference and others, such as the problem of employment, are complicated and cannot be solved directly by the community itself.

In addition to the evaluation summarized above, all the interviewees were questioned regarding their support of the project's goals. We present here the responses and conclusions of one sub-group only - that of the functionaries. This group filled out a similar questionnaire a year and a half earlier. The following section compares the responses of this group to the above-mentioned questionnaire, then (1979) and now (1980).

Table 15: Objects, Responsibility and Problems:
Functionaries - 1980.

Object of project activities [+]	Responsibility for project	Ofakim's problems today
1. Parents and children	1. Present project team	1. Education in general
2. The whole community	2. Local "voluntary' group	2. Education of children and youth
3. Formal educational frameworks	3. The Local Council	3. Parent education
4. Neighbourhood	4. Element from outside the community	4. Teacher education
		5. Employment

[+] Categories are ranked by frequency.

Comparing the present answer categories and their ranking in order of importance to those given a year and a half ago by the functionaries, our impressions are as follows:

a. There is greater understanding of the project's aims and objectives. The present interviewees understand that the project's concern is with community education, and that it cannot be expected to provide solutions for problems of housing or employment.

b. There is tendency to connect responsibility for the project, i.e., management, with the present project team. However, there is today a parallel tendency to connect project management with local bodies - not necessarily the Local Council - which is in keeping with overall project aims.

c. As expected, the project did not change the face of Ofakim insofar as solving its key problems is concerned. We believe, however, that education in all its various aspects has come to be regarded as the central problem of the town. We may assume that the project's "indoctrination" has played a role in this, even while unable, for self-evident reasons, to assume that the project is the sole factor responsible for this sharpening of perceptions.

(5) Scope (by areas) of sub-projects. As already stated, the Ofakim project is a community project. As such and according to aim no. 1 (table no. 11), it should have encompassed various areas/sectors of the community. In actuality, the project reached the following groups: teachers and parents (through schools), mothers and children (through neighbourhood centres), families (through EMRA, though here too, primarily mothers and children), parents, children and kindergarten teachers (through kindergartens). The project was based in the field of formal and informal education, which is not coincidental, since the project initial plan called for intervention in the community through the educational system. However, the project did not succeed to any signigicant extent in moving beyond the boundaries of education, or beyond the boundaries of parents with children at home, in the kindergarten or in primary school. Furthermore, the majority of the project's clients were mothers and not families. Two sectors were obviously not involved: men and teenagers.

(6) Integration of sub-projects: integration came into being as a result of two different factors. Firstly, the project plan itself took into account the need to integrate programmes within the project's framework; secondly, actual project operations and the need to solve problems or respond to initiatives resulted, for example in the allocation of counsellors trained by the project to EMRA neighbourhood centres and clinics. The greatest degree of integration was reached between the neighbourhood centres, EMRA, and the kindergarten sub-project. The centres became the focus for parent participatory activities in which parents (including those in EMRA),counsellors and kindergarten teachers participated. The schools sub-project did not become integrated with the other sub-projects. Coordination between sub-projects was the least problematical, since all of them were managed and budgeted by the central team of the project.

(7) Integration with other organizations/projects in the community: Except for negotiations with representatives of the community, in order to integrate the project as a whole in the community net-work, and to a certain degree in the case of the clinics sub-project (on which we have no direct evaluation data), the project did not achieve integration with other projects in the community up to this time.

Summary

The evaluation scheme mentioned at the beginning of this evaluation entitled "the project's evaluation strategy" provides the guide-lines for the general summary of project activities until the present date, June 1980. In the evaluation strategy we established 4 evaluation variables: long-term, short-term , formative and summative evaluation. We shall now proceed to summarize project activities from the perspective of two variables:

1. Short-term , namely, the summation of events within the range of what can be evaluated up to this day.
2. Summative evaluation, meaning the summation of current results (in reference to the project's goals)

Since the project will continue into a second phase, i.e. another three operational years, we can only tentatively attempt to evaluate the present results in the perspective of the long term:

that is, in terms of their contribution to the continuing activity and to the project's goals.

As regards the formative evaluation, two things are evident: one such evaluation was conducted in part throughout the years herein reviewed; two, the present report as well as other data which we have from the ongoing activity, can serve as sources for present formative assessment.

The present summary discusses the two above mentioned variables from two perspectives:

1. evaluation of the various sub-projects' contributions from the short-term and from the summative points of view.
2. evaluation of the relations between the project team and the community,(ie., the Local Council),from the same points of view: short-term and summative.

1. It would be advisable to turn again to the definitions of the goals, means and criteria of the project as a whole, as they are stipulated in table no. 11. According to the above, the sub-projects are in effect means towards achieving the project's overall goals. In other words, from the beginning, the very existance of the sub-projects were viewed as means towards the realization of the project's goals. The sub-project outcomes are thus the means towards goal implementation. Moreover, the sub-projects themselves, provided they meet certain criteria such as operation by local teams, can serve as an additional criterion for evaluation of the project as a whole.

   The evaluation of the sub-projects' contributions has been divided into two parts. The first lists the contributions brought to light in the present evaluation which are relevant to the project's goals. The second presents the sub-projects' contributions in form of a table in which each sub-project is rated according to its contribution towards realization of overall project goals, as presented in table no. 11.

a. Sub-projects' contributions (by sub-project)

1. Involvement of local people in solving community problems (EMRA)
2. Increasing parental involvement in the educational system (Community-school project, kindergartens and the neighbourhood centre projects).
3. Helping existing organizations within the community to improve their functioning (schools, kindergartens, clinics).
4. Expansion of community activities (neighbourhood centres, clinics).
5. Traing local manpower (EMRA, centres, clinics).
6. Guidance of local functionaries (kindergartens).
7. Developing educational activity outside the formal educational framework (neighbourhood centres).

b. Contribution of the sub-projects to the project's declared goals.

The following table lists each sub-project's contribution to each of the projects' main goals as they are presented in table no 11. Each sub-project was accorded a nominal/ordinal rating on a five degree scale: "a large contribution", "average contribution", "a small contribution", "none at all", "not relevant". (The sub-project activities bear no connection to this goal). The ratings were accorded on the bases of analysis of the sub-projects' evaluation, as it appears in the present evaluation.

Table 16: Contribution of the sub-projects to the project's main goals.

	PROJECT GOALS			
SUB - PROJECT	IMPROVEMENT OF SELF FUNCTIONING	INTEGRATION OF PROJECT IN THE COMMUNITY	DEVELOPMENT OF CO-ORDINATION AND CO-OPERATION	CHANGES IN THE EDUCATIONAL SYSTEM
EMRA	Average	Average	Average	Irrelevant
Schools	Small	Not at all	Not at all	Small
Kindergartens	Average	Not at all	Small	Small
Centres	Average	Average	Not at all	Irrelevant
Clinics	Average	Average	Average	Irrelevant

From the long-term point of view, namely the continuity of the project and the achievement of its goals: The sub-projects' contribution has been mainly in two areas: one, by their very existence and functioning they form frameworks for involving local people in activities relevant to their lives and which they themselves are to some degree activating. If the sub-projects continue to function (not necessarily all of them), they will in effect be the evidence of the project's existence and taking root within the community. Two, the sub-projects serve as training ground of local people in social-communal activity. Through participation in the sub-project activities, local people increase their self-awareness and possibly also their ability to deal with local problems, thus improving community self functioning. It is possible that later on these groups will form the basis for improving the community's political functioning.

2. The project team made efforts to reach a general agreement with the Local Council, the central body in the community, regarding the institutionalization of the project within the community. The goal here is the transfer of project management from the project team (whose members are not local) to the local people. During the years surveyed here, preliminary contact was established and partial agreement reached between the project team and the Local Council. Up to the time of this summary, no joint body to manage the project had been established. On the other hand, specific agreements were reached with the Local Council, in such matters as financial assistance for the employment of local counsellors, the supply of buildings etc. At this stage, we may conclude that the project's team still directs, initiates and operates the project as a whole as well as its sub-projects.

On the basis of recent information regarding the state of negotiations between the project team and the Local Council, it would seem that in the long run, the team will succeed in establishing the project in the community and in opening the door to cooperation with the local leadership in the running of the project and to its future transfer into the control of the local community.

APPENDIX B: LIST OF PROGRESS REPORTS AND WORK-PLANS

1. Project Proposal and Work-Plan for Year I - September 1977.	
2. Preliminary Report on Ofakim - November 1977	50 pp.
3. Progress Report No. 1. - October 1977-March 1978	31 pp.
4. Progress Report No. 2. - Summary of Project Activities - Year I - October 1977-August 1978	26 pp.
5. Work-Plan and Objectives for the Second Year of Project Operations - September 1978-August 1979	47 pp.
6. Progress Report No. 3. - September 1978-February 1979	17 pp.
7. Progress Report No. 4. - Summary of Project Activities Year II - September 1978-August 1979	66 pp.
8. Work-Plan and Objectives for the Third Year of Project Operations - September 1979-August 1980	46 pp.